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INSTRUCTIONS TO FOREST OFFICERS

Each notice of amendment must be inserted in the back of the manual as soon as practicable after its receipt and the reprinted text pages must be inserted in the places of those superseded. Each forest officer is responsible for keeping his manual up to date.

One set of serial numbers will be used to designate amendments to both the regulations and instructions. Printed amendments will be issued twice during each calendar year. Copy covering all manual changes made during the preceding six months will be sent to the printer on or about April 1 and October 1. Ordinarily the notices of amendment and reprinted pages will be available for distribution within two months after those dates.

The notice will give the number of each amendment, the page where it occurs, the date effective, and will either outline briefly the effect of the amendment or indicate the heading, paragraph, or sentence modified or added. The amendment number will be indicated on the amended page by small Arabic numerals at the end of each heading, paragraph, or sentence modified or added. By referring to the correspondingly numbered notice of amendment, in the back of the manual, the scope and date of the amendment can be readily determined.¹⁰⁸

When a new notice is received it should be checked with the last notice in the recipient's manual in order to make certain that there is no gap in the serial numbers. If a gap is found, it is proof that at least one set of amendments and the notices thereof have not been inserted and steps should immediately be taken to supply the missing pages.

R. Y. STUART,
Forester.

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UNITED STATES DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D. C.

By virtue of the authority vested in the Secretary of Agriculture by the act of Congress of February 1, 1905 (33 Stat. 628), amendatory of the act of Congress of June 4, 1897 (30 Stat. 11), I, William M. Jardine, Secretary of Agriculture, do make and publish the following regulations for the occupancy, use, protection, and administration of the national forests, the same to supersede all previous regulations for like purposes and to be in force and effect from the 1st day of July, 1926, and to constitute a part of the National Forest Manual. And the Forester is hereby authorized and directed to issue such instructions to the officers and employees of the Forest Service and to establish such procedure for the guidance of the users of the national forests as may be necessary to carry these regulations into effect.

In testimony whereof I have hereunto set my hand and official seal at Washington, D. C., this 1st day of February, 1926.

[SEAL]

W. M. JARDINE,
Secretary of Agriculture.

UNITED STATES DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
February 1, 1926.

Under authority from the Secretary of Agriculture, dated February 1, 1926, the following inscription and procedure are hereby issued and established for the guidance of the employees of the Forest Service and of the users of the national forests in carrying into effect the regulations of the Secretary of Agriculture.

W. B. GREELEY,
Forester.

ADMINISTRATION
AND
PROTECTION

ADMINISTRATION AND PROTECTION

THE NATIONAL FORESTS

MAJOR PURPOSES

National forests have for their objects to insure a perpetual supply of timber, to preserve the forest cover which regulates the flow of streams, and to provide, for the use of all resources which the forests contain in the ways which will make them of largest service. Largest service means greatest good to the greatest number in the long run. It means conservation through use, with full recognition of all existing individual rights and with recognition also that beneficial use must be use by individuals; but without the sacrifice of a greater total of public benefit to a less. In other words, the forests are to be regarded as public resources to be held, protected, and developed by the Government for the benefit of the people.

The injury which results from the destruction of forests by fire and ill-regulated use is a matter of history in older countries, and has long been the cause of anxiety in the United States. A cheap and plentiful supply of timber is important, if not absolutely essential, to the welfare of communities; a forest cover is the most effective aid in maintaining a regular stream flow for irrigation and other purposes; and the future of the western livestock industry depends upon the permanence of the range. Exhaustion of a local timber supply means the cessation of lumbering and the business activities dependent on it, and often leaves desolation, impoverishment, and industrial depression; there are vast public and private losses through unnecessary forest fires, while a rapidly growing population creates an increasing demand for lumber. With forest destruction, the flow of streams becomes irregular just when development of the country makes them indispensable to transportation, manufacture, or irrigation. Without regulation there is serious decrease in the carrying capacity of the range. In short, forest protection is vital to the public welfare.

The regulations and instructions for the use of the national forests here published are in accordance with the organic acts and with the various supplementary and amendatory laws passed since June 4, 1897. They are based upon the general policy laid down for the Forest Service by the Secretary of Agriculture in his letter to the Forester dated February 1, 1905:

"In the administration of the forest reserves [called National Forests since March 4, 1907] it must be clearly borne in mind that all land is to be devoted to its most productive use for the permanent good of the whole people, and not for the temporary benefit of individuals or companies. All the resources of forest reserves are for use, and this use must be brought about in a thoroughly prompt and businesslike manner, under such restrictions only as will insure the permanence of these resources. The vital importance of forest reserves to the great industries of the Western States will be largely increased in the near future by the continued steady advance in settlement and development. The permanence of the resources of the reserves is therefore indispensable to continued prosperity, and the policy of this department for their protection and use will invariably be guided by this fact, always bearing in mind that the conservative use of these resources in no way conflicts with their permanent value.

"You will see to it that the water, wood, and forage of the reserves are conserved and wisely used for the benefit of the home builder, first of all, upon whom depends the best permanent use of lands and resources alike. The continued prosperity of the agricultural, lumbering, mining, and livestock interests is dependent upon a permanent and accessible supply of water, wood, and forage, as well as upon the present and future use of these resources under businesslike regulations enforced with promptness, effectiveness, and common sense. In the management of each reserve local questions will be decided upon local grounds; the dominant industry will be considered first, but with as little restriction to minor industries as may be possible; sudden changes in industrial conditions will be avoided by gradual adjustment after due notice, and where conflicting interests must be reconciled the question will always be decided from the standpoint of the greatest good of the greatest number in the long run."

THE FOREST SERVICE

ORGANIZATION

Forest officers are agents of the people. They must answer all inquiries fully and cheerfully, and be even more prompt and courteous in the conduct of forest business than in private business. They must, of course, obey instructions and enforce regulations without fear or favor; they must not allow personal or other interests to weigh against the permanent good of the forests; but it is no less their duty to encourage legitimate enterprises and to assist the public in making use of the resources of the forests. They must make every effort to prevent misunderstanding and violation of forest regulations, rather than to correct mistakes after they have been made. Information will be given tactfully and violations prevented by friendly advice rather than by offensive warnings.

The national forests contain upward of 157,000,000 acres and are scattered through thirty-three States and two Territories from Maine to southern California, and from Florida to Alaska. The resulting wide range of physical, industrial, and social conditions calls for a high degree of flexibility of organization.

The positions of district ranger, forest supervisor, district forester, and Forester constitute the framework or line of pivotal positions which guide and control the administrative and protective organization of the Forest Service. These are the key positions of the organization, and the men who occupy them largely determine each in his own sphere what the Forest Service will do and be

THE DISTRICT RANGER'S JOB

The organization of the national forests begins with the smallest administrative unit—the ranger district. The number and size of these districts change from time to time as business fluctuates or as inequalities in the intensiveness of administration are discovered. The number of ranger districts for the fiscal year 1926 was 811 and may be expected to increase gradually as the demand for use of the forest resources becomes more intensive and the work constantly multiplies.

The district ranger is responsible to the forest supervisor for his district. He should be given all the authority and responsibility he can carry. In technical lines, or in subjects in which he is not proficient, he receives help and instruction from the supervisor and the specialists or administrative assistants who are usually assigned to assist the supervisor.

The Life of a District Ranger.

The district ranger is primarily a field man rather than an office worker. Since the district ranger is in charge of from 50,000 to over 300,000 acres and his job is primarily a field job, it is evident that his work calls for much travel, and that he must expect to spend much time away from home.

The district ranger should by all means consider himself a member of the community in which he is located and take part in community affairs to the fullest extent compatible with his duties and the legal and departmental limitations on political activity. He should be content to raise his family in the village or isolated locality where the headquarters of district rangers are often necessarily located.

As a rule the district ranger's prestige, and therefore his usefulness, increases with the length of stay in, and consequent firmer establishment of himself as part of the community. For this reason frequent transfers are not desirable. On the other hand, transfers may become advisable for several reasons: (1) To a more responsible position or more important district, or a district where a man with certain qualifications is needed; (2) to get a man out of a rut, or prevent his getting into one; (3) to broaden a man's training, for advancement. By successful service on a less desirable ranger district a man acquires a right to be considered for vacancies on more desirable districts.

Qualifications Required.

Men selected for district ranger positions should be young, of rugged physique, and in good mental and physical health. Training either as an assistant to a district ranger or in a training camp of the Forest Service will be a requirement in so far as funds make such training possible. A high school education, or an equivalent amount of schooling, is needed. Other things being equal, the man with technical training in forestry and range management will be most successful in dealing with the varied technical problems which confront a district ranger. Technically trained men can often get valuable experience at actual district work under a district ranger while working as a guard or assistant ranger between school periods.

Advancement.

It is the policy to recognize that the principal line of advancement to higher positions lies through service as district ranger. It is particularly desirable that any man should have experience as a district ranger before becoming a forest supervisor.

Responsibilities of a District Ranger.

The area administered by a district ranger should be large enough to keep him fully occupied with essential duties and just as large as he can handle properly, using only the most up-to-date methods of planning and measuring up to the quality and quantity standards of work which have been adopted for his district.

The area of his district should be small enough to enable him to—

1. Handle all the administrative work for his district with the following exceptions:

(a) Timber sales of a temporary nature, the volume or technical requirements of which prevent effective handling by the district ranger without sacrificing other work. It is the policy of the service to have timber sales handled by the district rangers as far as possible, as a part of their recognized administrative duties. Timber sales, singly or in groups, may be made special projects under officers reporting directly to the supervisor where this course is unavoidable in securing the most effective use of the available personnel.

(b) Simple duties, such as patrol of driveways or counting of stock, which do not require administrative training and which the district ranger can not do himself for lack of time. It is good practice to entrust such work to guards particularly when, as is often the case, such work occurs at the time of a seasonal peak of other work.

(c) Administrative work which must of necessity be delegated to men who are in training for district ranger positions, in order to make their training effective.

2. Give to fire guards and others temporarily employed, supervision and inspection in accordance with the standards worked out for that ranger district.

3. Know his district well enough to handle a fire satisfactorily in any part of it.

4. Be a close and well informed observer of stock, game, timber, and other resources of his district and know intimately local plants, shrubs and trees, and their habits.

Improvement work, fire fighting, and the like often require crews with foremen in charge, but it will be the rule that such crews will be under the supervision of the district ranger and that he is ordinarily personally responsible to the supervisor for everything in his district except work requiring the qualifications of the specialists who are attached to the offices of the supervisor or district forester. The district ranger will personally supervise improvement and other crews unless to do so will interfere with more important work.

A district ranger is expected to do improvement work when his time is not actually needed on administrative work, and it is usually true that a good deal of such labor can and should be performed by the district ranger without any interference with his administrative or protective work. This is particularly true in districts having little administrative work and is true in other districts with respect to general station upkeep and telephone, trail, and fence maintenance in the spring, fall and winter. The district ranger needs to be skilled in the use of the tools and equipment of a woodsman.

THE FOREST SUPERVISOR'S JOB

A forest supervisor is responsible to the district forester for the administration of a national forest, which is composed of from three to twelve ranger districts, which are grouped together to form a national forest.

In addition to the administration of his forest, the supervisor is expected to assume leadership in his community in matters having to do with the promotion of the practice of forestry on lands in private and State ownership. Forest supervisors are assisted, as the work may require, by an assistant forest supervisor and by specialists in timber, grazing, office, or other activities. These assistants are assigned such duties as in the opinion of the supervisor will most effectively enable him to manage his forest.

Qualifications Required.

Technical schooling in forestry or grazing management is desirable but not indispensable. Supervisors are not selected for their technical training but for their capacity to produce the largest output of desirable results from the resources of the national forest and for their ability as managers of men, money, and organized effort. Experience as a successful district ranger is desirable. Supervisors will ordinarily be selected from the administrative or other assistants to supervisors, who, because of their natural capacity, training, and experience, stand out as the best men available as national forest managers. Men without thorough field training and experience are not eligible for the position of supervisor.

The growing of crops from the soil is the essence of forestry and range management, and men who have a fundamental grasp of timber and forage production are best fitted, other things being equal, for the management of national forests.

Character of a Supervisor's Duties.

The supervisor is primarily a business manager in charge of the production of crops of timber and forage on a million acres or more of public land. His responsibilities are much the same as those of the business management of any productive enterprise. He must be able to handle funds and the time of men economically, he must maintain good business relations with innumerable people and organizations, and he must succeed in keeping the results produced on his forest in right relation to the cost of the work. One of the supervisor's most important duties is to maintain the discipline and follow up which will insure high standards of performance on the part of all the men under his direction.

While the forest supervisor is essentially a director of other men rather than a doer, he must do a considerable amount of detail work with his own hands and head, as for example, in preparing cases for administrative decision, in working with rangers and demonstrating to them better methods in their routine duties, in road or trail reconnaissance, in marking timber, burning slash, fighting fire, and grazing administration.

Without a proper proportion of such work a supervisor's grip of his job is bound to lose a certain sureness, and his control of his personnel becomes less effective. It is desirable that the supervisor be able to command respect for his skill in the largest practicable number of the duties incident to everyday work on the national forest.

The supervisor must be able to recognize and deal with causes and tendencies in local public opinion and to utilize practical educational methods. This is necessary in order to secure the most effective cooperation in fire control, grazing, and other activities, and in order to secure the understanding of national forest aims and uses which is necessary to enable the forest to render its proper service to near-by communities. He must represent the service in many gatherings of business and other groups and must be able to present service aims and methods effectively by public addresses and otherwise as the occasion demands.

Responsibilities of a Forest Supervisor.

The area of the different national forests ranges from a few hundred thousand acres to two million and more in exceptional instances. A forest should be as large as the supervisor is able to administer properly by use of the most up-to-date methods of planning and administrative control.

The area of a national forest should be small enough to enable the supervisor—

1. To learn the forest thoroughly in two years after taking charge of a forest new to him.

2. To devote enough time to field work after learning the forest to enable him to make liberal additions each year to his personal knowledge of topographic features and detailed conditions of timber and forage in addition to handling current administrative work in field and office. The supervisor should maintain personal acquaintance with a large percentage of his permittees and all leaders of communities.

3. To spend at least a week each year with each district ranger on his district going over his work in the field.

4. To have a sufficiently intimate knowledge of every line of work carried on in his forest, and to be in possession of well-considered ideas of his own for use in dealing with his district forester or the public. The supervisor should be able to discuss intelligently the cover, forage, and topography of his forest. He should know intimately what his rangers are doing, what they are not doing, and why.

Specialists and assistants are necessarily employed to assist a supervisor, but the number of these men must be kept within the limits which will enable the supervisor to have a sufficiently clear working knowledge of their work to direct their work intelligently, and to be able to assume full responsibility for what they do.

Whenever, because of the topographic or industrial unity of an area, a question arises as to placing a larger acreage under one supervisor, the rule should be that additional men may be added to the supervisor's staff up to the point where the resulting separation of the supervisor from essential knowledge of his forest causes a loss of efficiency which is greater than that arising from splitting the area into two forests. When, in the judgment of the district forester, that point is reached the natural unit should be divided into two forests.

JUNIOR FORESTERS, ASSISTANT FORESTERS, JUNIOR RANGE EXAMINERS, AND ASSISTANT RANGE EXAMINERS

Appointments from the Junior Forester and Junior Range Examiner Registers.

A limited number of men having requisite qualifications will be appointed directly from the registers as junior foresters or junior range examiners (\$1,860–\$2,400) for assignments to forest experiment stations, forest products research, and grazing investigations, or to take charge of timber or grazing surveys, or to fill other specialized positions for which qualified men in the organization are not available. In all but these exceptional cases men who pass the junior examinations will be appointed as rangers. If an eligible has by previous work in the service demonstrated to his superior officers that he is the best available man to take charge of a ranger district allocated to grade 9M (\$2,000–\$2,400) he may be appointed directly to any such ranger vacancy. With these exceptions appointments will be made to ranger positions in grade 8M (\$1,800–\$2,040). These salaries are subject to adjustment in accordance with the table given elsewhere in the manual which shows salary reductions on account of quarters furnished by the service.

Duties and Advancement of Men Appointed as Rangers from Junior Forester or Junior Range Examiner Eligible Lists.

The primary object in the appointment of such men as rangers is to enable them to supplement their academic training by actual work and experience which qualify them for the responsibility of managing a ranger district, a project timber sale, grazing administration, or other comparable work. In other words, the service will annually appoint to training positions 30 to 50 men from these registers of technically trained men. This will afford opportunities at the beginning of each man's career to become thoroughly grounded in the practical aspects of managing national forest land.

Appointments of men from the ranger eligible list are normally made to training positions at \$1,620, of which each district has a certain number. The higher entrance salary of rangers appointed from the junior forester and junior range examiner eligible lists is justified by the years of academic training these men have acquired as a foundation for their future work as forest officers. To the extent that eligibles are available, each national forest district except District 8 will be expected to make from five to ten appointments annually of rangers from the junior forester or junior range examiner eligible lists.

The length of time a technically trained man will need to spend in one of these training positions will depend on the man and his previous experience. The average forest-school graduate should probably expect to spend from one to one and one-half years in the training position to which he is first assigned. Previous field training equivalent to that contemplated in one of these positions and which qualifies the new appointee for an immediate assignment to a higher grade will be recognized by such a higher assignment at once or when a suitable vacancy occurs. Previous training that only partially meets this requirement will not warrant a more advanced initial assignment, but will be considered in determining when a trainee is qualified for advancement. The time of advancement will be governed by individual qualifications in all cases. Some men will be qualified within three months, some in six months, and so on.

When a trainee has shown his qualifications for advancement he will be assigned to the first opening as district ranger or as officer in charge of a project sale for which he is the best man available. Ordinarily this will be a ranger district allocated to grade 8M (\$1,800-\$2,040), but may be to a grade 9M ranger district (\$2,000-\$2,400) or to a timber sale or other work in grade 8M or 9M.

Subsequent advancement in responsibility and salary grade will depend entirely on the individual man. It is an open field and the demand for men of superior technical and administrative capacity is always greater than the supply. The demand for forest supervisors who can meet both the technical and administrative requirements of the job is particularly keen.

Subject to restrictions imposed by law, advancement in salary within grade will depend strictly on merit. The two-year rule under which forest and grazing assistants have been held at the entrance salary for two years and then advanced \$300 if their work has been satisfactory will not be followed with men entering after January 1, 1925.

In assigning technical men as trainees, district rangers, timber-sale men, or elsewhere, special precautions will be taken to see that they are placed under supervision and are given work which will best promote their all-around development and knowledge of the varied duties of a forest officer. Assignments in which men will have an opportunity to use their academic training will be sought for them. Such assignments and personal encouragement to these men to apply their technical knowledge will go far in building up a desire on the part of the best forest school graduates to enter the service. This is one of the most vital points of the whole program. There is too little recognition even in the service of the abundant opportunities the average ranger has to use a technical education. This does not mean that technically trained rangers should not be expected to make good at the routine or hard physical work which goes with the forest officer's job. On the contrary, there is no place in the Forest Service for the man who wishes to avoid plain work. Moreover, it is usually the case that a well-trained mind can do important constructive work if applied to the routine and hard physical labor which is a part of the normal work of every forest officer.

It is the policy of the Forest Service to encourage technically trained men to seek permanent assignment in charge of ranger districts in order that it may benefit from their professional work directly applied in such positions. By many men the satisfaction of direct personal management of a tract of timber land is to be preferred to higher administrative responsibility. The man who wants to put his life into the development of timber and forage production on a tract, which in a real sense he can feel is his own, will be given every possible consideration in the Forest Service and will receive the respect due a man who chooses to devote himself to good workmanship in his profession.

Assignments to Supervisors' Staffs.

On forests with a large volume of work the supervisor needs one or more technically trained assistants to aid him with the timber sales, silvicultural, or grazing work.

Technical assistants to a supervisor may be given administrative duties with or without change of title to that of assistant forest supervisor.

Assistant foresters or assistant range examiners on the staffs of supervisors will be given administrative assignments to train them for the position of supervisor if they show superior capacity for administrative work. The number of men so trained should be controlled by a district plan.

In such assignments these officers will be called upon frequently to develop definite forest and range management working plans, which, when completed, will often be a true index to the administrative ability of the officer, and his fitness for higher responsibilities.

EXECUTIVE ASSISTANTS

Qualified executive assistants will be assigned on each national forest requiring such service. The executive assistant will be responsible to the supervisor for the work ordinarily handled by the forest chief clerk, together with general management under the direction of the supervisor, of the routine work of the headquarters of the forest.

The executive assistant must have the qualifications of a minor executive; must have the experience and ability to enable him to relieve the supervisor of clerical and routine work; must be able to handle routine matters with rangers under general direction only of the supervisor; must be able to prepare all the usual reports, keep the financial and other records, handle correspondence on simple matters with persons outside the service, and deal effectively with forest users. It is desirable but not essential that an executive assistant have had field experience. The work of packing, unpacking, forwarding, and receiving shipments of freight and express is a part of the duties of the executive assistant, together with the storage, handling, sorting, and care of property kept at forest headquarters. The executive assistant is often required to search out and employ laborers who may be needed for fire or construction work.

The executive assistant should help on fires when necessary and make occasional trips to ranger districts to help with files and property, and for the purpose of getting acquainted with people and forest localities. The chief function of the position, however, is to manage the office and headquarters work of the forest, in order that the supervisor may spend his time in field activities.

The position of executive assistant will ordinarily be filled by promotion from the grade of qualified clerks who have had experience in a forest supervisor's office. Vacancies may, however, be filled by transfer of other clerical, administrative, or technical employees who have the necessary qualifications.

Executive assistants can not qualify for the position of supervisor by executive-assistant work alone. A record in a ranger or other field position showing supervisory capacity is a prerequisite to advancement to the supervisor grade.

THE DISTRICT FORESTER'S JOB ¹³⁹

The United States is divided regionally into nine districts, each in charge of a district forester who is directly responsible to the Forester. All of the work incident to the administration of the national forests in his district, and other work in connection with the dissemination of information regarding all phases of forestry work and the practice of forestry throughout the region are under the direction of the district forester. The boundaries of national forest districts are determined mainly by regional factors and only to a slight extent by the capacity of the district forester to spread his supervision over more or fewer forests.

The district forester and his staff can not have such close knowledge or control of activities in the district as the supervisor has of his forest. The district forester depends much less upon direct control; he relies much more upon placing responsibility on carefully selected supervisors and assistant district foresters who are personally accountable to him for results; he must also check and control the effectiveness of the practices which must, sooner or later, lead to good or poor results, but which can not be left uncontrolled by the district forester until results are forthcoming.

A district forester is assisted by assistant district foresters in charge of the offices of forest management, range management, lands, public relations, and operation, and by a district engineer and a district fiscal agent, each of whom has such a force of administrative assistants, specialists or clerks or draftsmen as may be required; and where the work warrants it, by officers in charge of research or other special activities.

Assistant district foresters are responsible to the district forester. In dealing with supervisors they derive their authority from two sources. They of course exercise whatever authority they are able to exert by their knowledge of their work and their qualities of personal leadership. Aside from this, their authority is determined by the extent to which they act as representatives of the district forester. Instructions by an assistant district forester to a supervisor are to be regarded as instructions from the district forester unless and until reversed by the district forester.

April, 1929.

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Only authorized representatives of the district forester will issue instructions on forests and then only to supervisors or acting supervisors, except in cases of emergency. In such emergency cases the supervisor concerned will be informed immediately by the district officer of the character of such instructions and to whom they were given.

Under direction of the Solicitor of the Department of Agriculture, the district assistants to the solicitor are the advisors of the district foresters and their assistants on all questions of law arising in the administration of the national forests. The opinions of the district assistants are binding upon the district foresters except that, in urgent cases, an appeal may be taken through the Forester to the Solicitor.

Qualifications.

In addition to demonstrated administrative ability, the district forester should have a broad grasp of both technical forest and range management and should have had extended experience in administrative assignments as district ranger, supervisor, and as an assistant district forester preferably in more than one branch.

Character of the District Forester's Duties.

The district forester largely controls tendencies in the development of his district. One of his most important duties is to know in detail the work of a forest officer, and apply what he knows. He must coordinate and control the work of all employees in his district; must see that the best methods are followed; and must set the pace in the maintenance of an efficient personnel and in securing and maintaining cooperation.

It is necessary that the district forester maintain personal relations with and enjoy the cooperation of State officials and leaders in the business and industry of his district. Next to the Forester, the district forester carries the heaviest responsibilities for dealing with the public. He needs to be a specialist in public opinion.

THE FORESTER'S OFFICE

Since the head of the Forest Service is directly responsible to the Secretary of Agriculture and Congress, and is dependent upon them for the appropriations, authority, and support which is necessary to carry out the work of the Forest Service, the central office of the service must be in Washington, D. C.

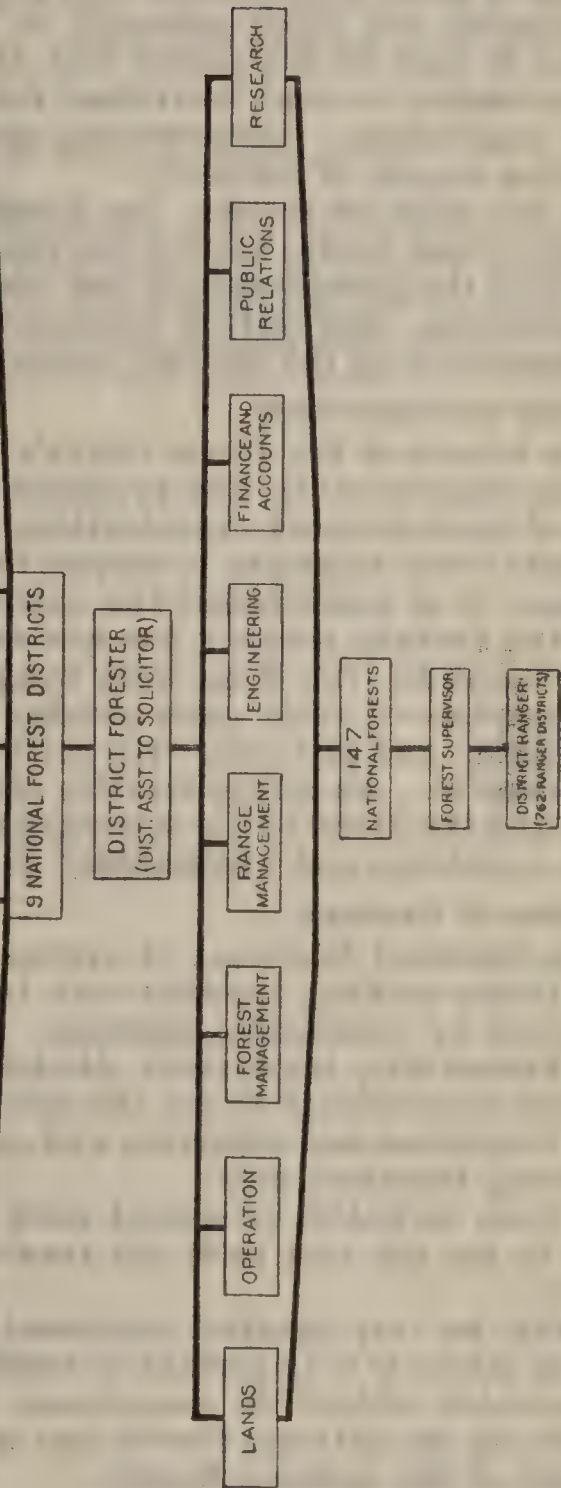
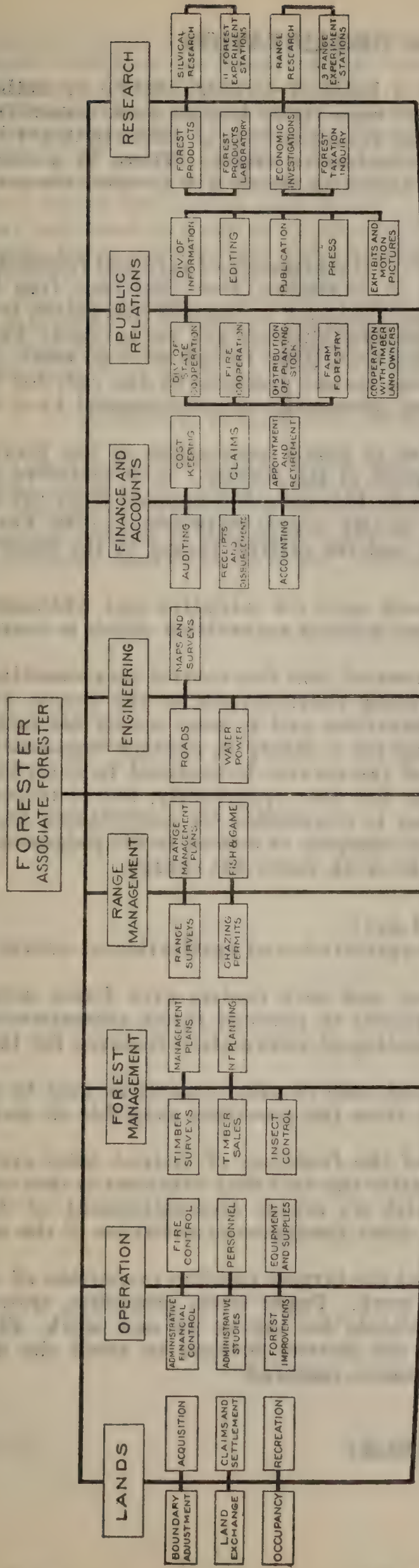
From the Washington office the Forester directs not only the national forest activities, but such research in forestry and grazing as appropriations permit and also the promotion of forestry throughout the United States.

The Forester's staff consists of the associate forester, a chief engineer, a chief of finance and accounts, and assistant foresters in charge of the branches of forest management, lands, research, range management, public relations, and operation, each of whom has a force of assistants. Their authority in the field and in dealing with district foresters is measured by the extent to which they act as representatives of the Forester, together with the authority they derive from their knowledge of their work and their qualities of personal leadership. Instructions by an assistant forester are to be regarded as instructions from the Forester unless and until reversed by the Forester.¹³⁹

Officers of the Washington office when in the field will not issue instructions to officers upon the national forests, except in cases of grave emergency. In such cases, the district forester concerned will be informed immediately in writing by the administrative officer of the character of such instructions and to whom they were given.

The organization of the Forester's office, together with its relation to field organizations, is shown on the chart on the following page.

ORGANIZATION AND ACTIVITIES OF FOREST SERVICE, -- JAN. 1, 1929



PRINCIPLES OF ORGANIZATION

Decentralization.

The Forest Service is organized on a basis of decentralization of authority. As rapidly as policies are stabilized and capacity to handle work demonstrated, one function after another takes its way from the central offices outward in the direction of the last responsible administrative officer. There is a constant search for the degree of delegation of authority which will produce the greatest total output of desired results.

Personal Responsibility and Accountability.

The Forest Service is a firm adherent of the principle of personal responsibility and accountability. The importance of initiative, free criticism, free interchange of ideas, group spirit, and group solidarity in thought and action is fully appreciated and these elements in the organization are encouraged; but the service is built on the theory that along with these things must go clear, direct accountability of some individual for the results produced by the unit for which he is responsible. Accountability must necessarily be accompanied by a corresponding degree of authority.

As the chief of service, the Forester is finally responsible to the Secretary, Congress, and public opinion for the work of the service. It is therefore necessary that the policies determined upon by him have full support from the entire organization. The district forester is in like degree responsible to the Forester, the supervisor to the district forester, and the district ranger to the supervisor.

Initiative and Supervision.

The nature of the forest officer's work calls for initiative and willingness to assume responsibility, and prohibits the detailed supervision which is characteristic of more compact organizations.

While every employee is subject to control, and this control may sometimes be irksome, it is nevertheless the outstanding characteristic of the Forest Service that the average member has less supervision and is more nearly his own boss than would be true if he were working for a salary in another organization.

Regardless of rank, each member of the service is expected to contribute to its policies and methods. He not only has this opportunity, but is responsible for doing so. An administrative officer is responsible for ascertaining and representing the views of his subordinates—subject, of course, to his judgment as to their soundness and applicability to the work under his charge.

Functions of Overhead.

The essential functions of overhead are:

1. Policy making, together with interpretation and application of policies promulgated by responsible agencies.
2. Leadership, inspiration, discipline, and such control over forest activities as may be necessary to get the best results in national forest administration.
3. Inspection and collection and digesting of information required for the two foregoing functions only.
4. Such technical or special work and such detailed control as may be necessary to get the best total net results from the resources available in men and money.

While no very detailed statement of the functions of district office overhead can be made, it is important to emphasize the fact that overhead is desirable or undesirable strictly in accordance with its actual accomplishment of desired results on the national forests and in other fundamental activities of the service outside of the national forests.

Every effort should be made to spend the largest possible proportion of appropriations directly in result-producing work. Paper work, procedure, systems of control, reserves of time or men available for taking up new work, all need constant scrutiny in order to enable the district forester to avoid the danger of increasing overhead above the minimum required.

Objectives may be set up in a clear, simple way, and the degree of attainment of those objectives by forest officers measured by simple records of results accomplished. With proper emphasis upon responsibility and accountability, under this method, a large range of work and a large number of men can be effectively supervised by a very small central office force. Administrative control should be sought by these means rather than by collecting and digesting large amounts of data and overhauling everything a subordinate has done in order to review and correct each detail.

Small overhead in a district office should be sought by (1) having work done by forest forces rather than district office specialists; (2) making inspections primarily to determine the efficiency of the man and translating everything found into those terms; (3) use of the sample-plot method of inspection rather than completely overhauling a subordinate's work; (4) demanding that responsible administrators produce results up to a reasonable standard, or give way to other men.

SERVICE MEETINGS AND SERVICE BULLETIN

As a means of exchanging ideas and promoting unity of thought, service meetings are held at regular intervals in Washington and in district headquarters. Minutes of Washington service meetings are sent to all district foresters.

A service bulletin is published weekly in Washington, and most district offices issue a similar district publication. The contents are confidential.

Meetings of forest officers are an important means of disseminating a working knowledge of new subjects and are very important in developing mutual understanding among forest officers. Approval of the Forester will not be required for the holding of meetings of forest officers, but he will hold the district forester responsible for seeing to it that no meeting is held in his district which does not clearly justify the expense of holding it, including the time of men attending.

ADMINISTRATION

Definitions.

Certain terms used in connection with administrative purposes and plans need to be defined.

An objective is the object or purpose toward which effort is directed. An objective may be a broad purpose such as revegetation of a range or any of the major purposes discussed on the first page of this section of the manual or an intermediate purpose such as prevention of trespass. Items of work which are merely specific actions, tasks, or duties to be performed toward the accomplishment of objectives are called jobs.

The work activity is used to designate lines of work such as those used for cost-keeping purposes.

A job is a specific detailed action, task, or duty to be performed. A thing to be accomplished may be either an objective or a job according to the way it is thought about by the person responsible for making the effort. A job is the thing immediately to be done expressed in the terms a man uses when he thinks in detail of the way he is going to use his time and effort.

The work plan is used to designate any systematic collection and arrangement of data and jobs, and the working out of definite measures or courses of action which are to be followed in accomplishing stated objectives. The formulation of a plan includes the making of such arrangements that all equipment, material, and labor will be available when the work planned is undertaken.

Resource plans deal technically with national-forest resources and undertake to prescribe the form of management or control which will be followed in making the resource yield the desired results.

Work plans deal with the use of time both in carrying out resource plans and in accomplishing work not covered by a resource plan. Work plans in their tangible form ordinarily consist chiefly of lists of jobs, although the thinking out of just how each job is to be accomplished is an essential part of work plans, and such thought on the methods and facilities to be used frequently must be reduced to writing. Work plans may be made either for administrative units or for individual forest officers.

ACTIVITY PRIORITIES

The first obligation resting upon the Forest Service is to protect the resources which the national forests contain and the productivity of their soil. The second obligation is to develop and extend the use of national forest land resources to the fullest extent consistent with their sustained productivity.

While no set of priorities can be given which will determine just how complete should be the accomplishment of one objective before effort may be applied to relatively lower ones, the following list of activities given in the order of their importance, will indicate the preferences which should be given to the various lines of work.

1. Protection from fire.
2. Protection from other natural destructive agencies like insects, to the extent that they are serious and that it is possible for the service to organize and conduct effective work.
3. Administration of current use of timber and forage with a view to maintaining and, if possible, increasing the production from these resources.

Efficient administration of current timber sales and other cuttings, as a matter of general policy, must be given preference over other forms of use, because the primary purpose in the establishment of the national forests is the production of timber and the protection of watersheds. The service must, however, work consistently for an organization of men and a use of time which will provide equally effective administration of grazing wherever it is sufficiently intensive to

involve the permanent productivity of the ranges. The administration of grazing so as to prevent or reduce to a minimum injury to forest production is an obligation ranking in importance with the administration of the timber use itself.

The service must recognize a definite obligation to provide for the needs of established forest users and of local residents and industries as subordinate in priority only to the protection of the resources and productive capacity of the land.

It is obviously impossible to settle questions of priority by general regulations. They must be determined for each forest, or indeed each ranger district, in consideration of the sum total of its jobs and its specific conditions. The broad policy outlined will guide the formulation of objectives and work plans for the forests and ranger districts. Careful planning in the light of local conditions furnishes the only effective solution of the question of priorities.

OBJECTIVES

To accomplish the major purposes of national forest administration most effectively the intermediate objectives leading to such accomplishment need to be carefully defined.

Every effort, whether it is a major activity or merely a day's work, will benefit if, before the effort is made, its objective is defined as clearly as possible.

It is not enough that objectives be defined in advance; objectives need continual reexamination and revision in order to keep them up to date.

Not only should objectives be defined and revised as needed but they should be borne constantly in mind as work is carried on. Nothing can give better guidance in the uncertainty and stress of work than to remember just what one is after—just what it is that is to be accomplished.

WORK PLANS

Each administrative unit and each individual administrative officer needs the help of a simple work plan in order to accomplish the most with the time, money, and opportunities available. The work plan is a master plan which will coordinate the resource plans by a specific allotment of time, equipment, etc., to the various jobs which must be performed. They need not be elaborate. Their value does not lie in the way they are expressed on paper, but in the kind of thought and judgment that goes into them and in the extent to which they are carried out.

Well-made work plans enable a man to be sure that he is devoting a proper proportion of his efforts to his most important duties.

The essentials of work plans are:

1. Lists of jobs (not activities) selected so far as practicable according to their priority.
2. Thinking out in advance just how each job is to be accomplished and seeing to it that everything is ready when the time comes.
3. Fixing of definite responsibility for each job on a specified employee.
4. Fixing of a definite time for the completion of each job which can be completed during the period covered by the plan.
5. Careful grouping of jobs and adjustment of jobs to each other and to seasonal conditions, so that the best balance of work and the largest total output will result.
6. Follow up, checking accomplishment against plan.

STANDARDS

A standard is a test, a measure, a rule, or a reasonably attainable quantity or quality of performance. Standards take numerous forms and may be found as minimum requirements, maximum limits, working averages, approved practice, or frequency standards. Because standards may take all these different forms, it is necessary to state in connection with each one set up just what form of standard it is.

Standards are either working standards or desired standards, depending on whether they are the best that can be attained under the present limits of time, money, and other conditions, or whether they are regarded as adequate to produce the desired results.

A working standard is an attainable measure of performance, adopted after consideration of all the factors which limit performance. A working standard may be identical with what is regarded as adequate to accomplish the results sought or may be less than what is adequate because available time, money, and other conditions do not permit an adequate degree of performance. Where working standards have to be fixed at something less than an adequate degree of performance the reduction from adequate performance should be confined to those activities of lower priority.

A desired standard is a measure of performance or accomplishment which is regarded as adequate to produce the results desired.

The fixing of standards has an important use in bringing out inconsistencies in intensiveness of administration. If desired standards and working standards can be made to coincide in one region but not in another, an analysis may show discrepancies in allotments of men and money which would have otherwise remained undiscovered. If desired standards for performance of work or the condition of resources, fixed for different regions, do not seem properly correlated an investigation may show an error of judgment in one region as to what is sufficient to accomplish the desired results. The fixing of standards helps in discovering and correcting such errors.

Standards should be so fixed that each job will be done at the time and place by the method and with the equipment which has been found to yield the greatest results for the least effort.

Much time must necessarily elapse before standards applicable to the conditions and operations in the Forest Service can be developed to the desired point. To develop standards requires hard work and experiment. It is important first to get a working knowledge of the relation of standards to the attainment of the objectives of the Forest Service; and second, to push as rapidly as possible the working out of the best conditions and operations and the expression of them in the form of standards.

Standards of work must first of all be closely adjusted to the individual job. General standards can seldom be applied locally without modifications; and general standards when used at all should grow out of the standards developed to fit the individual ranger districts and forests.

In the process of developing the best in conditions and operations and also in setting these things up into formal standards each forest officer has an opportunity to render important service by developing the standards adapted to his work.

The essentials in working out standards for each job or administrative unit are as follows:

1. Determine the results to be sought.
2. List the steps or jobs necessary to their accomplishment.
3. Work out for each step or job the standards as to quality, quantity, conditions, and methods which will best promote the accomplishment of the desired results.

Every administrative officer will be expected to make steady progress in the development of standards for the work for which he is responsible. Work plans should show working standards in concise form or contain a reference to the working standards adopted for the various jobs or groups of jobs covered by the plans. As rapidly as desired standards are formulated, they should be clearly expressed, either in the work plans themselves or in some form for ready reference in preparing work plans.

GOOD AND BAD PRACTICE IN NATIONAL FOREST ADMINISTRATION

Supervisor's practice—Good.

To remember that national forest administration is not a fixed and settled thing; that methods must necessarily change and develop; and that it is necessary to embrace every opportunity to learn from others within or outside the service.

To plan every trip with a definite purpose or purposes in mind.

To use system in lining up jobs to be done on each trip and in arranging an itinerary.

To get out on the job with the ranger to the extent that may be necessary to acquire first-hand information and experience in the work the ranger has to do.

To employ less men if necessary in order to avoid lack of funds for essential travel by field workers.

To make it a habit to make and use lists—lists of things to take up with rangers; lists of things to be done upon returning to the office; lists of things to be done when time permits.

To adapt methods of supervision to the experience and ability of the individual ranger.

In trips of supervision and inspection to avoid unnecessary interference with a district ranger's work and schedules by seeking opportunities to make such trips conform to the district ranger's plan. This applies equally to inspection trips by other officers as well as by supervisors.

To strike a happy medium between the two extremes of dealing with the district ranger as a little supervisor and dealing with him as a laborer to whom only orders are given.

To know at all times what his rangers are doing and how.

To know at all times how the actual work of his rangers compares with what it should be.

To seek constantly new ways for bringing the planning and use of time and the methods of each ranger up to the best each man is capable of rendering.

To avoid giving orders when the employee may be expected to see and do the necessary thing without orders.

To give instructions explicit enough to get things done as they should be whenever orders are necessary to avoid mistakes or poor use of time by subordinates.

Ranger's practice—Good.

To keep lists of jobs to be done, noting each piece of work promptly when attention is called to it.

To make work plans take the form of plans for trips to be made at times appropriate for the region concerned.

To extract from lists of jobs to be done those which are ready for action at the time of a trip into a region and make a clean sweep of those jobs while on the trip.

To see to it that equipment, forms, information, etc., which will be needed in handling the jobs listed for a given trip are procured before starting out.

To stay with a job or a trip until it is completed, thus avoiding a later return to finish uncompleted work.

To take time to collect information as to the location of corners and land lines when traveling. This is particularly important in the vicinity of timber or other operations on private lands.

To give preference, when in doubt, to horse transportation as against automobile transportation over the district.

To cut across country and get away from trails and roads when traveling afoot or on horseback in order to secure increased knowledge of resources and what is going on in the woods.

To make trips when time permits, into regions which do not have to be visited on regular business, in order to become familiar with all parts of the district.

To designate regular days at which to visit central points where there is a considerable volume of business to transact with forest users, thus avoiding demoralization of work by special trips to take care of special requests.

To get users in the habit of foreseeing their needs and making requests for permits, etc., at the time of regular visits to central points.

To gradually extend the interval between visits to central points until only a proper proportion of time is given to this form of service.

To go equipped with necessary camp outfit so that as jobs turn up on a trip it will be possible to complete them.

Ranger's Practice—Bad.

To stay at headquarters on account of fire danger when a dispatcher is also held at some central point to start necessary action when fires are reported.

To get too far out of communication during the fire season when it may be desirable to go to a fire on which action has been started.

To use an automobile for personal transportation when the work could be done with horses and information incidentally collected regarding resources and uses of the forest which can not be seen from roads.

To fail to make records promptly, which may be needed later, of things seen and done.

To make a trip into a region or to a job without finishing up the work to be done.

To neglect to make systematic trips for the purpose of becoming familiar with parts of the district in which no business ordinarily has to be handled.

To do office, headquarters, improvement, or any other work during the active field season when such work could be done reasonably well if postponed until the winter season, and when the field season time can be used on administrative work of higher priority.

To perform manual labor on improvement work when essential administrative work has to be postponed.

To fail to do manual labor on improvement work or to take charge of improvement crews when no essential administrative work will be neglected.

To permit agreements with timber sale operators or other users to require visits more frequently than called for by the standard practice for the region.

PROGRESSIVE TRAVEL

Progressive travel is necessary for the best use of time and is required of all officers of the service regardless of the form of transportation used. Progressive travel is particularly important when transportation is by automobile because the relative ease with which distance is covered in an automobile tends to obscure the wastes which occur if travel is not systematized. The essential features of progressive travel are:

1. Lists of all jobs to be done, both regular and special, kept in such a way that when a trip is planned to any part of an administrative unit, all jobs to be done which lie in that direction will come up for attention and the route to be followed determined accordingly.

2. Within the limits of practicability, complete equipment and necessary forms for the work planned and the jobs which may arise, to be procured in advance and taken on the trip.

3. A clean sweep so far as practicable of all the work to be done in the region visited. Go from headquarters to the nearest job in the direction taken, thence to the next job, and thus zigzag from job to job until a round is completed over the whole administrative unit or a logical division of the unit. This orderly sequence of jobs and the completion of each job before going to the next is the most important feature of progressive travel. Where efficient use of the time of a forest officer requires it, he should be prepared to camp where night overtakes him instead of using time and energy going to and from headquarters or to some distant stopping place. This means that a pack horse is usually necessary in progressive horse travel even though the camping equipment is used infrequently.

4. While on a trip go to see every user and visit every place within reason where service or work may be needed before the next regular trip. This practice leads users to make their wants known when a forest officer is at hand instead of making emergency demands for service at a later date when wasteful special "out and back" trips must be made.

Different things will interfere with, or at times prevent, progressive travel. No regrets need be wasted on the times when adherence to the principles of progressive travel is impracticable; attention should be concentrated on the difficulties or customs which merely seem to prevent the practice and which a reasonable amount of determination will remove.

IMPORTANCE OF GOOD TOOLS AND EQUIPMENT

Good forest administration is possible only with good equipment, but good equipment is of little avail unless skill and care are put into its maintenance and use.

It is the policy of the service as rapidly as funds permit to equip all forests with good stations and other buildings, good tools, and good telephone lines and trails. It is realized that all of these are urgently needed, but the difficulty of securing the requisite funds often forces the acceptance of inequalities in the rate at which they can be supplied.

The service expects its members to equip themselves with good horses and saddlery, good camp and personal outfits, and uniforms.

In all these, a workmanlike desire for the best possible methods of upkeep and the highest attainable skill in use is to be encouraged in all forest officers.

MAINTENANCE OF QUARTERS

The forest officer in immediate charge of buildings used by the service will be held responsible for the neatness, sanitary condition, and repair in which the buildings and grounds are kept.

DISPLAY OF ADVERTISING MATTER IN RANGER'S OFFICES

The instructions in the departmental regulations prohibiting the display of advertising matter in offices apply to rangers' as well as other offices of the Forest Service.

INSPECTION AND FOLLOW-UP

Purposes of Inspection.

The purposes of inspection are:

1. To discover and determine the extent and character of plans made, accomplishment in relation to definite objectives, and the methods and policies employed.
2. To secure the stimulus of personal contact and personal instruction.

Character of Inspection.

Inspection should be made in accordance with a coordinated plan which shows *where* inspections are to be made, *when* they will be made, *what* information is to be secured, and by *whom*. The use of detailed notebook forms or outlines for inspection is approved. These should aim to secure:

1. Thoroughness of inspection.
2. Sufficient uniformity for purposes of comparison.
3. Decrease of paper work in inspection reports.
4. Record of satisfactory as well as unsatisfactory work.
5. Easy and adequate follow-up.

These notebook forms and outlines do not necessarily have to be printed. Each man can make his own form. The drawing up of such forms as needed will facilitate the development of inspection practice by making it easy to try out new ideas.

A steady development, year by year, of inspection standards should be one of the accomplishments of each officer responsible for an administrative unit. Inspection outlines should be reviewed or revised at least once a year, to keep them up to date on quality, technique and in the matter of relative emphasis on different activities or different phases of the same activity. The constant change and growth in the policies of the service make frequent revision necessary in order to keep outlines from becoming obsolete. These outlines should be the authoritative expression from the responsible officer as to what is essential in Forest Service activities and where emphasis should be placed.

The practice of making detailed diary analyses is an effective way of getting at the facts as to the use of time and of providing the necessary starting point for better methods and results.

Inspection, to be effective in remedial measures, must be frank. Both good and bad work must be freely and equally discussed on the ground with the officers responsible. As a general rule, nothing should go into the written record which has not been so discussed.

Frequency of Inspection.

The stimulus afforded by constructive inspection should not be the result of an irregular series of punches, but of a steadily recurring, helpful pressure. To this end inspection must be frequent. Frequency standards of inspection should be worked out for ranger districts, forests, and national forest districts.

In order to accomplish proper frequency of inspection and to make the most of each inspector's time, it is approved practice to train and use for the inspection of all lines of work, all men working from Washington, district, and supervisors' offices, to the fullest extent to which each man is qualified.

Copy of Inspection Report to Officer Inspected.

Reports will be transmitted to the officer inspected and, in the discretion of the inspector, such portions of reports as will be beneficial to other officers will be transmitted to them.

Follow-Up.

The impetus given by inspections must be maintained by systematic follow-up in succeeding inspections. Only in this way can the effectiveness of progress through inspection be determined.

Follow-up will be greatly facilitated by the use of the notebook inspection forms and by similar simplifications.

Administrative Audit.

All records and administrative and financial business should be checked in each supervisor's office twice every three years. As a general rule the work will be performed by the district fiscal agent or his designated assistants.

DIARIES

Every officer is required to keep a diary while in the field. Rangers are required to keep a diary both when in the field and when in the office. The diary constitutes an official record of the purposes, movements, and action or results of each day's work. It should be written before the close of each day. Supervisory officers and inspectors are urged to read diary records and discuss them with the men concerned.

TRANSFER OF FOREST AND RANGER DISTRICT HEADQUARTERS

Moving of ranger district headquarters must be approved by the district forester, and moving of forest headquarters by the Forester. When a move of forest headquarters is first seriously considered, the Forester should be written for approval, and he should be kept informed of all further developments, reasons for the move, etc. Absence of such information puts the service at a disadvantage when local interests protest moves regarding which the Forester's office is not fully informed.

Similar procedure should be followed between supervisors and district foresters when a move of ranger district headquarters is contemplated.

The district forester will decide whether a proposed move should be announced and discussed with any interested groups before taking final steps, such as the cancellation of existing leases and making arrangements for new quarters. The Forest Service has the undoubted right to determine where its offices shall be located, but no move should be made which can not stand the test of advance publicity.

ADMINISTRATIVE GUIDES

It is intended that the administrative section of the manual should be confined to statements of policy, procedure, and instructions for which there is a clear need from a general service standpoint. This leaves a large field of rather frequently changing detailed instructions on matters of district policy or procedure. To meet these district needs by circular letters, except temporarily, is ineffective and confusing. The most satisfactory solution is a district administrative guide or handbook.

PERSONAL CORRESPONDENCE REGARDING OFFICIAL MATTERS

Warm personal relations and mutual confidence between individuals in the Forest Service is one of our great assets, and is a thing to be encouraged. It is inevitable that where such relations exist the personal correspondence between the men concerned will often take on a semiofficial nature, and this is not to be condemned if kept within limits. This habit may, however, grow to extremes and produce undesirable complications. The following principles are laid down as a guide in keeping personal correspondence from usurping functions which belong to official correspondence only:

1. Any letter intended to serve as a report upon official work or as instructions regarding official work, or any letter which by reason of the information it conveys should be part of the Forest Service record in any matter or transaction, and available in the subsequent review or inspection of that record, should bear an official designation and be directed to the proper officer or office of the Forest Service.

2. Correspondence to ascertain the attitude of an employee toward a transfer to another assignment should be official correspondence, directed through the usual channels to the officer concerned or to his superior officer. There is no objection to personal correspondence regarding transfers after the matter has been definitely taken up through the proper units of the organization.

3. Letters setting dates or making arrangements for conferences or inspections should be official and addressed to the head of the service unit concerned.

4. Because a letter is confidential in the sense that it should be protected from general distribution or publicity, or because it is desirable that it be read by a particular individual rather than by some one who may be acting in his capacity for the time being, is not a reason for making it personal. Such letters, if coming within the classes above indicated, should be officially designated but may be marked "confidential" on the first page and on the envelope, or, "For the attention of Mr. Blank," or "To be opened by Mr. Blank only."

OFFICIAL CORRESPONDENCE

Classification and Form.

Full instructions concerning the classification and signing of official correspondence, the form in which letters and telegrams should be prepared, and the prescribed manner of initialing are given in a mimeographed circular headed "Classification and form of official correspondence."

Promptness in Handling Correspondence

Neglect or delay in handling correspondence slows down the flow of work and may easily kill confidence and good will. Keeping correspondence up to date is more a matter of habit than anything else. Except in rangers' offices, the rule should be that not later than the third day after the day of its receipt every letter, whether from within or outside the service, should be answered, or definite action looking to an answer should be started. If more than a few days will elapse before a reply to a letter can be completed, an acknowledgment should be made and the writer assured that his communication will be answered by a specified later date, unless the nature of the subject makes such an acknowledgment unnecessary.

Keeping Correspondence at a Minimum.

All short cuts which do not cause more trouble than they do good are encouraged. It is approved practice to refer correspondence by stamp; to return a letter of which no copy need be retained with the necessary reply written in longhand on the bottom; to reply by telephone; and to provide a space for approval and date and send a carbon with letters requesting approval of contemplated action.

Identification of Material Mailed Separately from Letters.

When it is necessary to mail under separate cover maps or publications referred to in correspondence, a slip of paper bearing the designation and date of the letter written will be attached to the material. In case such material is mailed without a letter of transmittal, it must in every case be accompanied by a slip of paper bearing the key initials of the branch or office in Washington or the office or section in the district office for which it is intended.

Filing.

The files will be maintained upon a subjective classification arranged on a self-indexing basis.

The complete subjective classification, with illustrations of the subject designations to be used in the Washington, district, and supervisors' offices, is given in a mimeographed circular headed "Subjects, designations, and filing system." This classification is standard for the Forest Service.

As a safeguard against the failure of authors to date maps, statements, or memorandums prepared in the Forest Service, file clerks must see to it that no paper without date and initialing or signature is filed.

Transferring Files.

Correspondence will not be permitted to accumulate unnecessarily in current filing equipment, but will be transferred at suitable intervals to wooden transfer units of the same size as the drawers used for the current files. The series of guides and subguides in the current and closed files will be identical. Each folder containing files to be transferred will be marked with the filing designation and the period covered, and placed behind the appropriate guide or subguide with the folders arranged chronologically from back to front.

Transfer units should be plainly labeled to indicate their contents.

Destruction of Useless Files.

In accordance with general permission received from the Secretary of Agriculture, the district foresters have authority to destroy correspondence, documents, records, and other official papers of certain classes on file in the district offices which are not less than three years old and which have no permanent or historical value, and to provide for the destruction of official papers of these classes on file in the offices of forest supervisors and at ranger stations in their respective districts. This practice is therefore to be regarded as part of the regular program of transferring the files. File clerks in the Washington office will follow the instructions issued to the field so far as they are applicable to Washington office conditions.

Complete instructions, including a schedule of file subjects and the specific method of disposing of the material filed under each of them, are furnished in the mimeographed circular, "Destruction of useless files."

Correspondence Between Supervisors and the Forester or the Property Assistant.

Supervisors may correspond directly with the Forester in routine matters regarding photographic work. For instructions regarding correspondence with the property assistant see paragraph "Correspondence," under center heading "Equipment."

Telegrams.—Numbers should be expressed in words. Ordinal numbers should not be abbreviated.

The following style of address should be used in all official telegrams:

To Washington Office:

Forest Service, Washington, D. C.

To Regional Offices (except District 7):

Forest Service, San Francisco, Calif.

To Regional Office, District 7:

Regional Forester,
Forest Service,
Washington, D. C.

To Madison Laboratory:

Forest Service, Madison, Wis.

To Supply Officer:

Haynie, Forest Service, Ogden, Utah.

To Supervisors:

Forest Service, Prescott, Ariz.

Where a forest supervisor is located in the same town with a regional forester but is in a separate building he should be addressed:

-----, Forest Service
(Last name of supervisor)

(Name of town and State)

THE FOREST BADGE ^a

The forest officer is supplied with a badge which serves as evidence of his authority as an officer of the Forest Service. It should be worn just above the position of the left breast shirt pocket, or in the corresponding position on the vest, when one is worn. Every precaution must be taken against the loss of badges or their possession by persons not authorized to wear them. Broken or worn-out badges should be returned to the supply officer for repair or replacement.

The following conditions should govern in the wearing of the small and large badges.

1. The wearing of the small badge is optional. When worn it will be confined to uniform coats. It should be worn on the left breast of the coat at the lower seam of the yoke, while on the optional coat it should be worn in a corresponding position. It should never be worn on the lapels or collars of coats.

2. The large badge is more appropriate for field use and will be worn on field shirts or vests of employees on field duty. It should never be worn on uniform coats.

3. The small badge is available for wear by the women employees who desire to do so; and this use should be encouraged.

4. Inasmuch as the use of the forest guard badge by temporary employees is not uniformly required throughout the service, the instructions covering its use will be issued by the regional forester.

^a Amdt. No. 296, effective April 6, 1931.

USE OF FLAG

The regular use of the national colors is desired and expected at all but the smallest and most temporary camps, and is required during business hours at all ranger, forest, and regional headquarters. All headquarters must be provided with suitable facilities for flying the flag. When at halfstaff the flag is lowered to a point midway between the top and the base of the staff. Worn and soiled flags should be used during stormy weather only, and when no longer presentable should be promptly condemned and destroyed. The flag should not be left flying at night. All power launches when in commission either while under way or in port must fly the flag at the stern.

The use of the Forest Service flag at stations, camps and on launches is encouraged.

Various sizes of flags may be had on requisition.

FIELD PRINTING

No field printing will be done wholly or in part at Government expense unless authorized by the Joint Committee on Printing. The authority for such printing must be obtained in advance through the Washington office.

Binding can be performed only by the Government Printing Office, since such work can not be classed as emergency. The term "binding" does not apply to the stapling together of mimeograph sheets, such as the Service Bulletin, conference reports, and similar matter.

SERVICE DIRECTORY

Semiannually a directory is issued for the exclusive use of members of the service and cooperating bureaus. Names and addresses of men in charge of principal administrative units are given. Names and assignments of principal assistants to officer in charge of administrative units other than ranger districts are also given.

UNIFORMS

REG. A-1. Forest officers and employees assigned to field duty may be required, under such conditions as the Forester may prescribe, to furnish at their own expense clothing of standard designs and materials for their personal use in the performance of official duty.

SPECIFICATIONS FOR STANDARD FOREST SERVICE UNIFORM ^a

Color.—Forestry green.

Fabric.—Unfinished worsted, weight 13, 16, 18, or 20 ounces.

Serge, weight 12, 14, or 16 ounces.

Whipcord, weight 16 or 18 ounces.

Gabardine.

Tweed, 16 ounces, and up as specified, close knit.

Bedford cord (for breeches only).

Unfinished worsted standard grade stamped "Forestry" is manufactured by American Woolen Co., as is also the standard grade serge. Standard grade whipcord is manufactured by Lewis Walthers Manufacturing Co.

Coat.

Half Norfolk.—Three button, single breasted, notched collar, loose fitting, yoke on back and front, belt 2 inches wide partly stitched on (to belt loops or as otherwise specified) and placed below natural waistline. Two straps, 1¾ inches wide in front and back extending from bottom of yoke to bottom of coat. Back without vent. Two side patch pockets 8 inches wide and 8½ inches deep, fitted with flaps 2¾ inches wide. Inside pocket, right breast. Out-

^a Amdt. No. 297, effective February 14, 1931.

side slit pocket, left breast, opening under strap. Coat may be one-quarter lined or full lined; for light-weight materials full lining preferable. Body lining to be of good quality mohair alpaca, sateen, or celanese of proper shade. Sleeve linings, canvas, and other trimmings to be of good quality.

Optional features.—Full Norfolk, no yoke on back and front, with straps extending over the shoulders.

Trousers.

Medium full straight cut with or without cuffs. Two side and two hip pockets, and one watch pocket. Hip pockets with flap to button. Six belt loops for 1½-inch belt. Fly and suspender buttons of ivory. Suspender buttons on inside. Pockets to be made of good durable pocketing; other trimmings to be of good quality.

Breeches.

Medium or full cut in thighs, laced in side seams from about 2 inches below the knee to the bottom just above angle. Knee strapping of leather or same material as breeches, to extend well over the kneecap from the inseam to the outseam and far enough above and below the knee to give ample protection. Two front top pockets and one watch pocket with flap to button. Two hip pockets with flap to button. Six belt loops for 1½-inch belt. Fly and suspender buttons of ivory; suspender buttons on inside. Pockets to be made of good durable pocketing; other trimmings to be of good quality.

Coat Buttons.

Vegetable ivory buttons bearing pine-tree design and legend as approved by the Forest Service. Color to harmonize with uniform. Standard buttons manufactured by Waterbury Button Co.

Optional.—Choice of imitation Turk's-head or plain vegetable ivory; color to harmonize with uniform. The use of Turk's-head style of buttons should ordinarily be confined to uniform coats made of tweed.

Headgear.

Choice of—

(a) *Color.*—Gray or tan (Belgian belly).

Quality.—Nutria or better.

Style.—Western low sombrero or soft Stetson; height of crown and width of brim optional with wearer. Ribbon to be from one-quarter to 1 inch wide, not wider, or a narrow silk cord.

(b) *Color.*—Dark green, somewhat darker than forestry green, or tan.

Material.—Felt.

Style.—Fedora with snap brim, with bound or raw edge; ribbon to be from one-quarter to 1 inch wide, no wider, or a narrow silk cord.

(c) *Color.*—Dark green.

Material.—Stitched cloth.

Style.—Fedora, Joseph Ward, London, or similar.

Footgear.

For wear with trousers.—Dark tan, cordovan or black ordinary height or low shoes.

For wear with breeches.—Choice of—

High-laced boots in dark tan, cordovan or black leather.

Low-heel riding boots in dark tan, cordovan, or black leather.

Leather puttee leggings, dark tan, cordovan leather.

Wrapped or spiral leggings of woven wool in olive drab or forestry green.

Ordinary height shoes in dark tan, cordovan, or black.

When leather leggings and ordinary height shoes are worn, the colors should match.

Shirt.

Colors.—Forestry green, olive drab, tan or white (without figures or patterns).

Fabric.—Flannel, wool poplin, cotton poplin, khaki, broadcloth, or other fabric, without figures or patterns, to harmonize with uniform.

Style.—Attached collars. Shirts for field use and ordinarily worn without a coat, to have two breast pockets 6¼ inches wide and 7 inches deep, fitted with flaps 2 inches wide to button.

Necktie.

Color.—Dark green or black (without figures or patterns).

Fabric.—Silk, rayon, wool poplin, etc.

Style.—Optional, if four-in-hand should be 3 inches or more in width at widest point on tie.

FOR OPTIONAL WEAR

Vest.

Choice of—

(a) *Color.*—Forestry green.

Fabric.—Same as coat.

Style.—Single breasted.

(b) *Color.*—Forestry green; other harmonizing shades of green, tan, or gray.

Fabric.—Sweater.

Style.—Pullover with V neck, or regular vest style with buttons.

Cruiser Coat.

Commonly worn in the Northwest. The Filson garment, made of 16-ounce forestry green serge, water repellant, is obtainable from C. C. Filson Co., 1011 First Avenue, Seattle, Wash. Similar style shirts with double back, four patch pockets in front, and two game pockets in back, and made of 16-ounce forestry green serge (water repellant) or 24-ounce Melton cloth, are obtainable at a more reasonable price from the Hirsch-Weis Co., 205 Burnside Street, Portland, Oreg. The same style of shirt in "lumberjack woolen" cloth may be obtained from the Oregon City Woolen Mills, Oregon City, Oreg.

Cruiser Shirt (Khaki or Canvas).

A waterproof shirt commonly worn by lumberjacks and scalers. Obtainable from Hirsch-Weis Co., 205 Burnside Street, Portland, Oreg.

Leather Jackets.

Color.—Optional, natural leather color preferable.

Style.—Blazer or coat.

Mackinaw Coat.

Color.—Forestry green.

Fabric.—Heavy mackinaw worsted or blanket cloth.

Style.—Four button, double breasted; two side pockets, 8 inches wide and 9 inches deep, fitted with flaps 2½ inches wide to button; inside pocket (right breast); 3-inch belt with two buttons, and held by four belt loops.

Knickers.

Color.—Forestry green.

Fabric.—Tweed.

Style.—Cut medium full, but more conservative than "plus-four" type.

Stockings.

For wear with knickers.

Color.—Shades of green to harmonize with forestry green, or gray or tan shades (solid colors only).

Fabric.—Woolen.

SIMPLIFICATION OF ROUTINE OFFICE AND FIELD WORK

Simplification of routine and field work is recognized as a project to which all members of the service should devote attention in connection with October, 1931.

their regular work. Each branch chief is responsible in his own field and the associate forester is responsible for correlation and follow-up.

Each branch chief will be required to get the approval of the associate forester for any rejection of a recommendation by a regional forester for simplification or elimination of work; also to get his assent to any material delay necessary in handling any such recommendation. It will be the responsibility of the associate forester to see to it that no opportunity for desirable simplification is lost.

Every request for new or special reports or for new work not covered by an approved program of work will be signed by the associate forester or Acting Forester and it will be his responsibility to make sure that no new work or reports are required unless clearly justified in the face of other demands on the time of the organization, or unless required by other governmental agencies. No reports will be called for if the needs can be reasonably met from other reports which have been or will be submitted. The form and extent of reports will be limited to what will satisfy the essentials of approved needs for information. This procedure does not apply to requests for information or reports on case work which are a part of the routine of a branch.

EQUIPMENT ^a

In this portion of the manual are given existing policies and instruction governing the purchase and distribution of standard articles of equipment and supplies with particular reference to the functions of the Ogden supply depot. Important instruction regarding use of equipment and supplies are also included.

Ogden Supply Depot—Its Functions.

The Ogden supply depot is under the management of the supply officer, who has five general functions as follows:

(1) To buy centrally standard supplies and equipment which are in common use, to the extent that experience proves that such central purchase makes for economy of time, effort, and money.

(2) To maintain an adequate stock of standard articles of equipment and supplies subject to requisition as needed by the various organizations of the service.

(3) To determine actual needs so far as it is possible for him to do so and to fill requisitions promptly up to that limit.

(4) To get good judgment practiced in requisitioning and in use of supplies and equipment. This may call for the devising of special systems and the working out of special procedures from time to time in order to safeguard service interest against tendencies toward wasteful practices.

(5) To confer with regional foresters as to regional purchasing practices and specifications used in their purchasing activities; to inspect regional practice and suggest improved methods, acting as a representative of the branch of operation; and to aid regional foresters with depot facilities in all features of their purchasing work so far as it is practicable to do so.

^aAmdt. No. 56, effective January 1, 1928.

Absence of such thought results in leaks at three principal points as follows:

- (1) Oversupplying; thus increasing investment in dead stocks.
- (2) Poor economy in use of supplies because they cost the user nothing.
- (3) Lack of free movement of stocks of used equipment between forests or between districts.

In spite of such leaks as occur, the gain through centralized purchase of standard articles over decentralized buying is believed to be important and well worth while.

The administration of the depot can not rest upon that fact alone. It must pursue the traditional financial policy of the service. Its efforts to stop leaks must be vigorous and positive.

The property assistant's position distinctly limits his range of action in this respect. The kind of control that will bring about and maintain the proper standards of thrift must come from the district forester and the supervisor. The district forester's responsibilities in this field are:

(1) To prevent, so far as possible, extravagance in the requisitioning and use of depot materials, and to take the same steps to discover and to suppress unwise practices as would be done in the management of district finances.

(2) In acting on requisitions for nonexpendable equipment, to see to it that the property record cards are consulted and that this record is made to serve in securing the best possible distribution and use of equipment within the district and within the service.

(3) To report all surplus stocks on March 1 of each year to the property assistant.

Instances of excess stocks of articles supplied by Ogden will be noted by Washington inspectors as an evidence of weakness in a district forester's control in this respect.

Financial Policy.

The supply depot allotment is relatively small compared with total service expenditures for supplies. In the aggregate, district purchases embrace a wider range of articles and reach a larger total than do the purchases made by the property assistant. Districts also buy independently certain articles now supplied in part from the depot. In view of these facts, the depot position in the purchasing field needs to be definitely established and the use of funds allotted to it clearly outlined.

Use of depot funds.—Supply depot funds will be used to furnish, so far as it is good business to do so:

(1) Articles of supplies and equipment for universal use.

(2) Articles in general use where there is a clear possibility of saving money by buying centrally for the service, or where there is a need to assist the districts to build up supplies of urgently needed articles, such as fire control equipment, for example.

(3) Articles of experimental nature which possess important prospective value or general or universal use in particular activities.

Correspondence.

Routine correspondence.—Routine letters of transmittal and memoranda of explanations concerning articles of expendable supplies and equipment will go directly from the supervisor to the property assistant.

Memoranda or routine letters explaining shortages in consignment of expendable equipment and changes made in requisitions not involving points of policy or the questioning of the amounts of articles requisitioned will pass directly from the property assistant to supervisors.

Other correspondence.—Correspondence originating in the depot about all other matters, even though it does refer to forest matters, will be addressed to district foresters. Carbon copies of letters will be inclosed if a forest is concerned. Correspondence originating on the forests and relating to matters other than those specified in the preceding paragraphs, regarding supply depot affairs, will be addressed to the district forester. If in the district forester's opinion points covered by such correspondence should be taken up with the property assistant, he will do so in the usual way.

PURCHASING POLICY AND INSTRUCTIONS

Under the general financial policy outlined in a preceding section, the following details are included for the guidance of the field:

Nonstandard Articles.

Excepting for experimental purposes, the supply depot allotment will not be used to buy nonstandard articles. Form 261 lists all standard articles.^a

Purchase of Nonstandard Articles.

When requested, if there is a service or financial advantage involved, the property assistant will buy for districts or other units, nonstandard articles chargeable to funds under control of the unit initiating the request. If, however, the districts can buy directly with equal advantage, that course should be followed.

Each requisition for the purchase of nonstandard articles will indicate by the wording "Payable from district funds," or by some other appropriate phrase, that money to cover purchase price and forwarding charges is available.

Articles Suspended from Purchase from Depot Funds.

As administrative units become fully equipped with articles of long life (such as furniture, for instance), further purchase of such articles may be suspended for indefinite periods in order that funds may be released for the purchase of more urgently needed equipment. Detailed lists and policy statements concerning this plan will be issued by the Forester as the occasion may require.

Articles Discontinued at the Depot.

As required, lists indicating articles discontinued at the supply depot will be issued by the property assistant.

Purchase of Fire-Control Equipment.

A principal annual objective of the supply depot is to make available the maximum amount of money for equipment needed in fire control. The standard of economy established by the field forces in their demands upon the supply depot for routine supplies largely controls the sum that can be so spent.

Fire-control equipment not kept in stock.—Equipment for fire-control purposes is not kept in stock at the supply depot.^a

Purchasing plan.—On April 1, or as soon thereafter as is possible, the property assistant will determine the amount in the supply depot allotment available for the purchase of fire-control equipment. The amount available for this purpose will depend upon the savings which can be made in the purchase of standard articles of supplies and equipment used on routine administrative work. After approval by the Forester, the property assistant will notify each district forester as to the amount to be placed at his disposal for the purchase of fire-control equipment. This amount will either be transferred to the district forester or, if the district forester so desires, will be held at the supply depot subject to his instructions. Each district forester will then notify the property assistant as to what kinds of equipment he proposes to purchase and where centralized purchase can be made by the property assistant with advantage to the service; this will be arranged through correspondence from the supply depot.^a

^a Amdt. No. 56, effective Jan. 1, 1928.

Small purchases not profitable.—Centralized purchase of fire-control equipment will be profitable only if large quantities are bought. As a rule, therefore, depot buying will be confined to a limited number of items. Small lots can be purchased more expeditiously and economically by the district forester from local jobbers.

Material for Special-Schedule Work.

Special-schedule projects, as discussed here, include timber, grazing and water power reconnaissance, insect control, and road and trail work financed from special appropriations. Depot allotments are insufficient to supply expensive equipment for special-schedule jobs. As a rule, if articles listed below are taken from local stock for use on a special-schedule project, and if such use creates a shortage in the supply needed for ordinary work, replacements payable from special-schedule funds should be made. New equipment of the articles listed below which are intended for special-schedule work will be purchased in accordance with established procedure. Its cost will be paid from the schedule concerned.

Abney levels.

Bags, water.

Buckets, canvas.

Boards, traverse with equipment.

Mess outfits.

Tapes.

Tents and flies.

Transit, etc.

Purchase of Telephone Wire, Line Material, and Fencing Material.^a

Telephone wire.—In reply to a notice from the property assistant, which will be sent out each year on January 1, district foresters will notify the property assistant on February 10 following of the amount of telephone wire that will be purchased payable from the funds of the succeeding fiscal year. The figure thus submitted will be considered (10 per cent more or less) the actual amount of wire that the districts will buy. Contracts will be made by the property assistant on that basis for delivery within 30 days following the making of the award. The property assistant will place orders for the amounts given in the February statement (10 per cent more or less) immediately after the award is made. After making the awards, the property assistant will promptly notify the districts. Awards can not be made prior to the passage of the appropriation bill.

Subsequent purchases of wire during the fiscal year will be made by the districts direct. Such purchases should seldom be necessary. Due allowance should be made in the February 10 statements for enough wire to take care of unexpected needs. Each district should aim to build up a stock of telephone wire for miscellaneous and unforeseen uses.

Split-tree insulators.—Purchases of the D-1 and D-5 types of split-tree insulator will be handled by districts 1 and 5. Other districts should arrange to consolidate their purchases with one of these two districts.

Fencing material.—Barbed wire and staples will be the only fencing material the purchase of which will be made by the property assistant.

As soon as the improvement allotments are made by the Forester to the districts, the property assistant will call for statements of needs for barbed wire and staples for the succeeding fiscal year from the districts. Bids will be invited, awards made, and districts notified with the least possible delay. As in the case of telephone wire and staples given in the statement of needs, the 10 per cent proviso will be operative. If additional needs develop during the season, each district will make its own contract without reference to the property assistant. Such purchases, however, should be the exception rather than the rule.^a

Requisition Procedure.

Nonexpendable and semiexpendable materials.^a—Requisitions for nonexpendable and semiexpendable property will be submitted quarterly in duplicate on Form 668a. If they originate on forests, they will be sent through the district forester.

^aAmdt. No. 56, effective Jan. 1, 1928.

The district forester will first determine the merits of the request for the respective items. If warranted, he will investigate the possibilities of supplying the articles, in whole or in part, from stocks within the district. If the article, in whole or in part, is not available within the district, the requisition will be approved, in whole or in part, by an officer not below the grade of assistant district forester and the original forwarded to the supply depot. The corrected carbon copy will be returned by the district forester to the supervisor to show him the action taken. If supervisors will forward their non-expendable and semiexpendable requisitions to the district forester a few days before their expendable requisitions are sent to the supply depot, this procedure will allow the nonexpendable and semiexpendable requisitions to reach the supply depot in sufficient time to ship these articles by freight with the expendable items and thereby reduce transportation costs.

While the procedure outlined is intended to place upon district foresters an important share of the responsibility for the control of expenditures from supply-depot allotments, it must always be kept in mind that the property assistant is responsible in the last analysis to the forester for proper use of depot funds and equitable distribution of stocks of depot materials. In view of this the property assistant must take such actions as, in his judgment, is necessary to reach that objective, even if it means in certain cases overruling an approval or recommendation of a district forester. Proper coordination and cooperation between the district forester and the property assistant should make such conflict a rare exception.

Typewriters and adding machines.^a—At the beginning of each fiscal year the property assistant will advise the district foresters of the limit which must not be exceeded, so far as the depot funds are concerned, for expenses incident to the purchase of typewriters, and of adding and calculating machines. The cost of repairs to such machines will be met from district funds.

Requisitions for typewriters, and for adding or calculating machines, will be prepared on Form 668a, and will be forwarded through the district forester for approval. Requisitions for typewriters should show whether on not a used machine is available for trade-in purposes, and, if so, the make, model, number, serial number, age, and location of the used machine should be given.

All purchases of typewriters should be handled through the Supply depot, regardless of the funds from which payment is to be made. After a used machine has been offered for trade-in purposes, no other machine should be substituted without first taking the matter up with the supply depot.

Expendable Materials.^a

Requisitions for expendable articles will be submitted quarterly in duplicate directly to the property assistant on Form 668. The following order for quarterly requisitions will be observed in submitting requisitions to Odgen:

Districts 1 and 2: March, June, September, and December.

Districts 3 and 4: January, April, July, and October.

Districts 5, 6, and 8: February, May, August, and November.

The eastern experiment stations and the forests of district 7 will submit quarterly requisitions in accordance with the following schedule:

Forest products laboratory and the Appalachian, Allegheny, Central States, and Northwestern Forest Experiment Stations and the Natural Bridge, Ouachita, Ozark, and White Mountain Forests: January 1, April 1, July 1, and October 1.

Southern Forest Experiment Station and the Alabama, Cherokee, Florida, Ocala, Luquillo, and Pisgah Forests: February 1, May 1, August 1, and November 1.

Lake States Forest Experiment Station and the Allegheny, Monongahela, Nantahala, Shenandoah, and Unaka Forests: March 1, June 1, September 1, and December 1.

^a Amdt. No. 56, effective Jan. 1, 1928.

All expendable items to be requisitioned will be divided into four classes viz:

- (1) Stationery and expendable supplies.
- (2) Forms, including all signs and posters and expendable binders.
- (3) Rubber stamps.
- (4) Printing, including letterheads, special forms, etc.

Each class will be stated on a separate sheet or sheets, Form 668, using plain yellow paper for carbons. The original and one carbon will be forwarded to the property assistant.

All requisitions will be *double spaced*.

Necessary substitutions or eliminations, and statements of the reasons therefor will be noted on the requisitions by the property assistant, so that the requisitions will show the actual shipment or shipments.

When a shipment is made, the supply depot will show, on the reverse side of one of the sheets of the requisition, Form 668, the manner in which shipment was made—i. e., by parcel post, express, or freight—and if Government bill of lading is used a copy of the bill of lading will be given by carbon process on this sheet. This copy of the bill of lading will be found of value in preparing "certificate of lost bill of lading" should the original be lost. The carbon copy of the requisition will be returned to the requisitioner promptly after shipment is made to be retained by the requisitioner in his files. Shortages or errors in shipment will be taken up by letter in accordance with the procedure laid down under "Correspondence."¹⁴⁰

Care should be taken in the preparation of requisitions to see that everything needed is included, and to avoid as far as possible the necessity of sending in "specials." Where "special" requisitions are unavoidable, they should cover only a sufficient amount of the item in question needed until the next quarterly requisition is due. Thought should be given to transportation costs, since on many items if shipped by parcel post or express these charges will be out of all proportion to the value of the article shipped.

PRINTING

Facilities.

The printing facilities at Ogden are limited in three ways:

- (1) The press will not take sheets larger than 10 by 15 inches.
- (2) Personnel is confined to one man plus any time of one of the packing force that now and then may be contributed.
- (3) The regulations of the Joint Committee on Printing do not permit expansion of facilities of personnel.

Printing Policies.

Districts will, to the fullest extent possible, anticipate need for printing sufficiently in advance to have work done in the Government Printing Office. As a general practice, simple jobs calling for only a nominal output of sheets can be taken care of in Ogden. Any quantity of one form or of sheets of one subject up to 10,000 may be considered as nominal. Larger jobs may be done in cases of a clean-cut emergency.

Requisitions.

Requests for printing (except letterheads) originating on forests will be sent through the district forester for approval.

Authority to approve requisitions for printing is not vested in officers below the grade of assistant district forester.

So far as practicable, efforts will be made to foresee need for printing, in order that requisitions may be distributed over the entire year. Requests now peak during the period from November to April. This practice is the cause of congestion in the printing office. Delayed deliveries result as a consequence.

Charges for Printing.

If special paper, cards, or cuts must be purchased to fill requisitions from districts for printing, costs of such articles will be billed against the district or forest concerned.

GOVERNMENT-OWNED PASSENGER-CARRYING VEHICLES ^a

A limitation is placed by Congress upon the amount of money which can be spent in any one year for the purchase and maintenance of Government-owned passenger-carrying vehicles. The limitations for purchase and maintenance are entirely separate and can not be transferred from one to the other. Authorizations for the expenditure of funds for the purchase and maintenance of passenger-carrying vehicles are issued to the districts at the beginning of each year, and are based upon appropriation and allotment estimates previously submitted by the districts.

All bids for the purchase of passenger-carrying vehicles must be submitted to the chief of the division of purchases, sales, and traffic for approval. The specifications in the bids of the purchase of such vehicles should provide for all of the necessary accessories whenever this method of purchase is practicable. This procedure is recommended in order to eliminate the necessity for securing the approval of the chief of the division of purchases, sales, and traffic to purchases of small items which are properly chargeable against the purchase authorization.

District foresters and assistant foresters in charge of branches to which cars are assigned will be responsible for keeping expenditures for the purchase and maintenance of passenger-carrying vehicles within the authorization.¹⁴⁰

^a Amdt. No. 56, effective Jan. 1, 1928. (30-A)

MOTOR VEHICLES

The approval of the regional forester must be secured for the purchase of any motor for use within his region. Approval of the assistant forester in charge of research is necessary for the purchase of motors for experiment stations.

Where motors are needed they may be furnished by the Government, provided the estimated annual mileage to be run is sufficient, in the opinion of the regional forester or assistant forester concerned to justify the investment.

^a When Government motors are furnished, a car in the Ford-Chevrolet class will be the standard of the service for light truck and passenger-carrying purposes. The purchase of motors of this class will be required unless the regional forester or the assistant forester concerned, in the case of cars for special project work under direct supervision of the Washington office, is convinced that such a motor will not properly serve the purpose, in which event he may approve the purchase of any motor in the 3,000 or 3,100 pound class as defined below for 2-door and 4-door sedans respectively; provided, however, that where a bona fide need exists for still more commodious or powerful equipment the above officers may approve the purchase of not to exceed one motor in the 4,000-pound class for each region or other equivalent unit for project work. This policy extends to all exchanges regardless of the type of car being traded in. The policy does not cover purchase of trucks needed for heavy freighting or special fire uses such as fire-patrol trucks equipped with pumps and tanks or trucks to be kept loaded with complete fire-fighting equipment. The regional forester will decide as to the type and kind of such trucks to be secured. In determining cars qualifying in the above weight classes a variation in weight of 6 per cent over or under the indicated weight for the class will be allowed, all weights to be for cars without bumper, extra tire, water, and gasoline.

Purchase of passenger-carrying vehicles under the law must be limited to authorization secured in advance.

Current appropriation acts provide that expenditures for the maintenance, upkeep, and repair, exclusive of garage rent, pay of operator, tires, fuel, and lubricants, on any one vehicle during a fiscal year shall not exceed one-third of the market price of a new vehicle of the same make or class, and in any case not more than \$500. Forest officers to whom vehicles are assigned will see to it that this restriction on expenditures is observed.

SPECIAL INSTRUCTIONS AND POLICIES REGARDING EQUIPMENT

Care of Equipment and Supplies.

Property of the Forest Service should have—

- (1) Protection against theft.
- (2) Protection against loss through personal carelessness.
- (3) Protection against deterioration by action of weather and other natural causes so far as practicable.
- (4) Protection against destruction by rodents.
- (5) Such attention as may be necessary to keep it in readiness and proper physical shape for most effective use.

Loss of and damage to nonexpendable property must be promptly reported on proper forms. In every case complete statements explaining in detail circumstances of the loss or damage must accompany reports. Relief will not be granted unless the reasons given are full and convincing. All property lost or damaged through carelessness or negligence will have to be paid for by the person responsible for it.

^a Amdt. No. 298, effective April 27, 1931.

Supervisor's Responsibility.

Actual physical inventories of property will be made annually. On national forests the supervisor is responsible and accountable for the care of property. He will see to it that proper facilities are provided for protecting Government property from the action of the elements and from theft. Locked storage at forest headquarters will be provided for the storage of instruments and other small nonexpendable articles. The supervisor will see to it that the custodian's records are kept in an accurate and businesslike manner and that other members of the force hold to high standard performance in the handling of records and in the care of property.

Property Custodian's Responsibility.

The property custodian is responsible and accountable to the supervisor for accurate record of property on a given unit and for the proper care and control of property at headquarters.

Condemnation.

The practice should be followed of condemning and destroying, at the earliest practicable date, tools and equipment which have become worn or broken beyond serviceability and which can not be repaired to fulfill their original or some other beneficial purpose.

Appropriate notes of condemnation should be made by condemning officers, who will notify the person to whom the destroyed property is charged. The latter will take prompt action to free the records of such property.

If the unserviceable condition of tools and equipment is due to careless handling rather than to unavoidable accident or reasonable wear and tear, the property will not be condemned, but the records will be cleared by charging the member responsible as provided under "Property losses" in the "Accounting" section of the manual.

Repair of Equipment.

Field men are urged not to tamper with levels, compasses, aneroid barometers, and tally registers. Unless it is well known that a local jeweler or surveying instrument agency is fully qualified, do not have them attempt to repair such articles. The supply depot is prepared to handle promptly requests for repairs to the equipment listed, and to do, or have done, the work at a minimum cost. Transits should ordinarily be sent to the manufacturer for repairs.

Equipment to be repaired at the supply depot should be forwarded at any season of the year. Equipment found unserviceable at the end of the field season should be forwarded promptly in order to avoid congestion in the supply depot repair shop in the spring.

Equipment forwarded for repairs will be accompanied by a list in duplicate on Form 874-16 on which should be stated the date by which return is desired. Where considered necessary the shipment should also be accompanied by a letter of instructions concerning the work to be done.

The forests of region 7 and the eastern experiment stations should forward equipment in need of repairs to the supply depot except in those cases where the cost of transporting the equipment makes it unprofitable. If the equipment in need of repair can not be shipped to supply depot at a reasonable expense, the work should be done at the nearest point where commercial service can be obtained.

List of Articles to Be Sent to the Supply Depot for Repairs.

Badges.	Levels, Abney and Locke.
Barometers, aneroid.	Locks, Forest Service pad.
Binoculars.	Locks, Forest Service rim.
Bolts, wing, for surveyor's tripod.	Machines, numbering.
Borers, increment.	Monoculars.
Cantinas.	Registers, tally.
Cases, leather, for instruments.	Scribes, timber.
Compasses.	Sharpeners, pencil.
Hypsometers.	Tape repair outfits.
Instruments, drafting.	Tapes, steel.
Joints, ball and socket.	Tripods, camera.
Keys, Forest Service.	Tripods, surveyors.

Marking Fire Tools and Equipment.

In order to prevent loss from theft and as a means of ready identification, all fire tools and equipment should be appropriately marked.

As a permanent mark of identification, all metal parts of fire tools are to be branded (stamped) "F S" and their handles are to be given a coat of red paint beginning where the wood joins the metal and extending up 6 inches.

Water bags, buckets, canteens, beds, tents, and all other similar equipment are to be stenciled "U S F S" in letters at least 1 inch high or marked with the regulation shield. The shield is preferred.

The stamp "F S" should be stamped at a specified place on each tool. The following system of placing the letters "F S" will be considered standard.

Shovels, stamp on inside right-hand corner.

Pole axes, right-hand side, middle of eye.

Double-bitted axes, either side, middle of eye.

One-man saws, right-hand side close to handle, near the top.

Two-man saws, either side or end.

Mattocks, either side.

Hoes, right-hand side.

Rakes, top side of steel shanks.

In stamping fire tools not listed above, place the die on the upper right-hand side of the tool when the tool is in its principal position of use.

Marking Administrative Tools and Equipment.

Tools used for purposes other than fire will be branded "F S" on their steel parts. The wood brand "U S F S" may be added in the discretion of the supervisor.

Branding of Animals.

Government animals should be branded "U S" on the left hip. This requirement may be waived by district foresters where animals secured for temporary use are to be disposed of after a short period, and also in localities where the branding of stock is not customary or necessary.

Distribution of Tools and Caches.

The distribution of fire tools, particularly in small caches, is not looked upon with favor.

The assembling of tools at central points, with reference to transportation and available labor, is considered to be the best policy. Accordingly under this policy the following principles should govern distribution of tools:

1. *Where?* Tool depositories should be where man-power starts to fires. This generally means official station, settlements, ranches, etc.

2. *How many?* The number of tools in the depository should be determined by the man power available or likely to be needed.

3. *What kind?* The kinds of tools in the depository should be determined by the type of burnable cover in which the tools will be used.

Preparation of Tools for Immediate Shipment.

No attempt will be made to specify exactly how tools and equipment should be prepared for shipment or for transportation of any character. The importance, however, of having equipment assembled, bound, wrapped, and labeled in unit groups and ready for the mode of transportation most likely to be used when the call for equipment comes, can not be overemphasized.

The idea is to reduce elapsed time to the minimum and to enable messengers or unskilled persons to assemble tool orders promptly and correctly.

Beds.

Beds should be furnished fire fighters only where local custom makes it necessary. When beds are furnished they should consist of wool blankets and a canvas tarp. All bedding should ordinarily be put up in one-man units and securely wrapped and tied in order to facilitate distribution and transportation.

Suggestions to Buyers.

Written specifications, accompanied by drawings or plates as an effective means of describing commodities on invitations for bids to dealers, have distinct limitations. This is especially true if articles are included whose descriptions are complicated or unconventional. Under these circumstances such means usually fall far short of a thoroughly intelligent statement of what is wanted.

In order to insure that employment of most practicable methods, both for the enlightenment of dealers and for the benefit of the purchaser in considering and approving bids, it is recommended that samples of specially designed articles listed for purchase be sent with all invitations. Invitations, however, should also include the best possible description.

Purchasers in all cases will assure themselves of the conformity of delivered articles to specifications before they are accepted and bills vouchered for payment.

The recommendations of the Federal Specifications Board should be followed in preparing specifications for materials or equipment covered by its publications.

Packing Supplies for Shipment, Billing, Etc.

The instructions given in the Federal Traffic Board's manual for the regulation of Federal freight traffic should be followed as far as practicable in packing, shipping, and billing supplies and equipment.

Sale of Condemned Property

REG. A-2. The Forester is authorized to sell at field stations of the Forest Service after public notice, by advertisement or otherwise, such articles of equipment as are worn out or damaged beyond repair, or which are of no further use in the service but which have a sale value estimated at \$1,000 or less. The Forester may delegate the authority to district foresters. When the estimated sale value is more than \$1,000 special authority must be obtained from the Secretary of Agriculture.

Animals and animal products which cease to be needed in the work of the Forest Service and which have a sale value may, upon the approval of the Forester or the district foresters, be sold in the open market or exchanged for other livestock, and all moneys received from the sale of such animals or animal products, or as a bonus in the exchange of the same, shall be deposited in the Treasury as miscellaneous receipts.

The sale of condemned property and exchange of animals and animal products at field stations of the Forest Service will be handled in accordance with the above regulation. For detailed instruction reference should be made to the "Accounting" section of the manual under "Property accounting."

FINANCIAL POLICY AND CONTROL

The outstanding fact in the financial experience of the Forest Service is that an appropriation of a certain size has a variable purchasing power. The results produced with an allotment for running a forest or a project may vary widely owing to difference in managing ability of the men in charge. While it is true that things often can not be done without money, it is also true that the output of desired results by the Forest Service will be determined more by the skill, ingenuity, and determination of its responsible administrators than by any variations which are likely in its appropriations.

There can be no final level or system or standards of financial management in the Forest Service. There must be endless searching by those with financial responsibility for changes which will produce better results. These changes may be in the nature of plain economy, or they may involve the discontinuance of work which has ceased to justify itself, or closer planning and control of time, or a reorganization of men or methods, or any one of the numerous other changes which come about when sufficient study and effort are put into financial management.

Estimate Procedure.

Because of the inevitable change in forms, due to the growth of the service and the development of its work, permanent instructions regarding submission of estimates are not practicable. Such instructions as may be necessary will be issued annually by the Forester and the district forester.

While for obvious reasons a certain amount of uniformity is necessary in financial forms and systems of control, this uniformity will be held at the necessary minimum so far as service needs are concerned. Each district forester is encouraged to follow the logical lines of development in financial control that lie ahead of his district. Due care must be taken to avoid transgression of fiscal or administrative rules and to secure special approval for any experiments which require such approval.

Each district forester and supervisor will be responsible for keeping in touch with developments elsewhere and for avoiding the duplication of any experimental work carried on in other places which will, or may, serve his purposes. He will also be responsible for putting into practice in his district or forest any developments in financial management which have succeeded in other units and are applicable to his own. A reasonable amount of interdistrict and interforest travel is an approved means of maintaining the necessary touch with other districts, but such travel is not the only means available. Other important factors are: (1) An attitude of appreciation and interest toward the work of other units; (2) the full use of circulars and similar material which is now regularly circulated; and (3) questions asked and problems discussed by mail. The Forester's office will go as far as possible in helping such interchange of ideas.

Conferences for allotment as well as other purposes are approved as good practice.

Fire-Control Funds to Be Held for Fire Control.^a

If for any reason less than the sums allotted for P-summer guard salaries and P-summer guard subsistence is spent during the summer season the balances may be used for certain fire-prevention undertakings. The use of such savings in this way before the first of the following June must, in order to play square with the Bureau of the Budget, be limited to clean-cut projects, specific, localized, and directed primarily toward the cure of incendiary situations through preventive educational work. Such savings may not be used before the first of the following June on general fire-prevention publicity in schools or otherwise.

Any savings from P-summer allotments for guard salaries or guard subsistence not used for such fire-prevention projects will be applied on expenditures for emergency guards if any such expenditures have been made. This may be done by (1) paying any unpaid accounts for emergency guards from such GE district balances, (2) transfer of the charge from FF to GE district on any emergency guard vouchers remaining in the hands of the district fiscal agent, (3) transfer of the charge from FF to GE district on the books of the district fiscal agent, or (4) if the balances will be not greater than the amount needed the following spring for emergency fire-fighting rations, P-summer balances may be set aside for purchase of such emergency rations in lieu of using them to cover paid accounts for emergency guards.

Any P-summer savings not used in the foregoing ways may be applied to such strictly fire-control purposes as fire signs and equipment and meetings primarily for instruction of forest officers in fire-control technique provided that all unobligated balances remaining in allotments other than for fire control are first exhausted.

Provided he has had no call from the Forester for contributions to fire situations existing in other districts a district forester who, after June 1, finds that there are in his district balances from fire-control allotments of the preceding summer which he does not need for any fire danger that may arise in his own district during the month, may use these balances for other purposes, such as delayed purchases of urgently needed equipment for administrative uses. Ordinarily such balances will be used for delayed purchases of equipment urgently needed for fire control rather than for any other purposes.

Principles Governing Expenditures.

Constant vigilance is necessary on the part of every individual and every administrative officer to make sure that the miles and travel expenditures per job performed are kept at the absolute minimum by careful planning of travel, by careful planning of work, and by the use of the least expensive means of travel consistent with the interest of the work in hand. It is also necessary to make sure that the jobs for which travel is required are real jobs, necessary, and well worth the time and expense required. It is possible for men to work hard and faithfully by merely going through the motions of traveling from place to place and doing things which are not necessary or not worth doing. It is particularly important that the travel on account of meetings be closely controlled, in order to guard against the danger of unproductive expenditures.

Great care is necessary to guard against the danger of unwarranted expenditures on the maintenance and operation of trucks, boats, automobiles, and motor cycles. When there is occasion to use a Government truck, boat, or automobile, it should be habitual with the responsible officer to consider the true cost of running the vehicle for the number of miles in the proposed trip and scrupulously avoid any trips which are not clearly in the line of good business.

Overlarge stocks of supplies and equipment or stocks of unnecessarily expensive quality are a recognized sign of poor financial management. It makes no difference whether such overstocking is secured by requisition on service supply depots or by some form of purchase. The necessity of care and judgment in requisitioning equipment or requisitioning small office sup-

^a Amdt. No. 4, effective Jan. 1, 1927.

plies is just as great as though the purchases were made from the allotment of the officer making the requisition. Every time an oversupply of ink is allowed to dry up or freeze, or an oversupply of forms becomes obsolete the purchase of needed field equipment is delayed just that much.

Purchasing is usually not an easy or simple matter. There is room for creditable individual work in even the purchases made by a district ranger, and proportionately larger sums can be saved for one of the many urgent needs of the service if forest, district, and service buying is done with skill and ingenuity.

Purchases of forage should, as a matter of course, be consolidated to the extent that savings can be made, and judgment should be used in buying at the time of year when forage is the cheapest. To the full extent permitted by common sense, horses, when not needed, should be put on pasture or winter feed.

Periods of employment of guards and rates of pay should be watched and so handled that the best results are secured for the least money. This does not necessarily call for shorter periods of employment or lower rates of pay; there is, however, considerable room for creditable work in sizing up and dealing with such things as (1) the need for guards at the beginning and close of the fire season, (2) the use of guards employed for only a few weeks or a month during the peak of the season instead of guards employed for the full season, (3) reduction of rate of pay to correspond with a declining price level, (4) rates of pay necessary to get competent fire guards, (5) the use of cooperators at times of particular danger, (6) offering longer periods of employment at lower wages by switching qualified guards to road or trail crews.

Careful analysis should be made of the way forest officers are using their time before giving them administrative or other assistance.

The procuring and cutting of wood on official time for headquarter stations, when approved by the forest supervisor, should be put on a job basis, and so far as practicable should be done at the time of year when it will not interfere with other work. Time of guards and assistant rangers should not be employed on woodcutting for headquarters stations when there is other necessary work for them to do.

Financial cooperation in fire control by private landowners or other interested agencies, including those dependent on important watersheds, should be developed aggressively.

For use of fire-fighting appropriations see under heading "Fire control—use of FF."

Methods of Determining Allotments to Districts.

Allotments to districts will be based on their comparative needs for the appropriations available, and comparative needs will be determined by every sort of a study which it is possible to make from time to time of the different kinds of work done, left undone, and needed to be done in different districts. Unit and activity costs will be considered in determining allotments.

Cost of Meals at Ranger Stations.

In order to avoid unjustifiable variations among districts, it is necessary to establish a maximum limit on the amount for which reimbursement will be allowed for meals secured by one forest officer from another. Considering the ordinary costs of food and service and the usual prices charged at hotels on and near the national forests, 50 cents per meal seems a reasonable limit, and reimbursement should not be claimed for more than that amount.

Subsistence and Lodging.

Forest officers and employees, unless it is specifically so provided by the terms of their employment or included in their appointment orders, will not be reimbursed for their expenses for subsistence and lodging or other expenses while at their permanent station or place of employment. They may, however, be reimbursed for their expenses for travel, subsistence, and lodging when absent from their official station on official business.

Per Diem Allowance and Actual Expenses.

Except as noted in the following paragraph all travel will be on the basis of reimbursement for actual expenses.

District foresters may make exceptions to the rule of actual expenses in those infrequent special cases in which actual expense reimbursement is obviously impracticable. An example is where a forest officer has his family with him while on detail at a forest or district headquarters and it is impracticable to separate the cost of subsistence of the officer from that of his family. The rates fixed in such an instance should, of course, be reasonable and in conformity with departmental instructions. A second exception to the rule of actual expenses is the pack trip per diem. A per diem of not more than \$1.20 may be allowed any forest officer to cover subsistence from his personally-owned supplies when on trips. Authority to allow such a per diem will be included in letters of authorization to supervisors, thus eliminating the necessity of individual per diem authorization letters.

Perquisites to Fire Fighters.

• **REG. A-3.** Property owned by employees of the Forest Service may be hired or rented for use by officers other than the employee-owner, when such hiring or rental is in the interest of the Government. The total paid to permanent employees under this regulation, exclusive of property hired or rented for fire emergencies, may not exceed \$3,000 in any one fiscal year.

Property will not be hired or rented from employees unless it is clearly in the interest of the Government to do so. Ordinarily such hiring or rental should be limited to instances where it is impracticable to procure suitable equipment elsewhere, or in emergencies that will not admit of delay incident to procurement from private firms or persons not employed by the Government.

The amount that may be paid to permanent employees under this regulation, exclusive of property hired or rented in fire emergencies, is limited by law to \$3,000 annually for the entire service. Authorizations based on this limitation will be issued to the regions for each fiscal year and such expenditures must be kept within the regional authorization, which may be amended as circumstances require, subject to the total limitation. There is no limitation as to the amount that may be paid for hire or rental of property from temporary employees, but this fact should not be allowed to encourage such hiring when it is practicable to procure suitable equipment or other property from outside sources.

For fire emergencies property may be hired or rented as needed from either permanent or temporary employees, preference being given, however, to property of firms or persons not in Government service when procurement from these outside sources will not cause a delay detrimental to the Government's interest.

Part Payment in Supplies.

• **REG. A-4.** Horse feed, equipment, food, articles of clothing, tobacco, and other personal supplies may be furnished employees on lump-fund rolls, the cost of same to be deducted from their wages.

Deductions from wages will be made on the basis of the cost of the supplies or equipment to the service.

In order to protect the Government from loss, forest officers must exercise care and judgment in furnishing supplies under the foregoing authority. Where necessary to authorize employees to purchase clothing and other supplies in advance of commencing work, the value of the supplies should be limited to the smallest practical amount. Forest officers will be held accountable for the proper recording, disposal, and custody of articles by employees handling commissary in their respective organization units. Upon failure to make the necessary deduction from an employee's wages the forest officer responsible will be held accountable for the cost of the goods.

For detailed instructions covering procedure to be followed in handling commissary see "Accounting" section of the manual.

Purchases at or Near the Close of Fiscal Years.

Paragraph 71 of the departmental regulations states that "Purchases of supplies at or near the close of the fiscal year for the sole purpose of expending surplus funds shall not be made." For the period June 16 to June 30 the chief of the division of purchases, sales, and traffic will open no bids for supplies, equipment, or services to be paid for from appropriations for the current fiscal year, except in cases of actual emergency, any of which must be accompanied by a detailed explanation. The chief of the division of purchases, sales, and traffic will, however, open proposals for supplies, equipment, and services to be paid for from appropriations for the ensuing fiscal year.

In the Forest Service the regular appropriations are normally insufficient to permit the purchase of urgently needed equipment and supplies, but since such purchases can sometimes be postponed with less loss than would result from

• Amdt. No. 299, effective March 23, 1931.

failure to meet other emergency demands which arise during the passage of the fiscal year, it is customary to postpone purchases of needed equipment until near the close of the year when other imperative needs have been met, and remaining funds, if any are left, can be applied to pressing needs for equipment. Within reasonable limits this practice is good business, but financial control by the Bureau of the Budget and the department must be designed to meet conditions and practices very different from those in the Forest Service which must adapt itself to the form of control regarded as best for Government service as a whole. By careful planning available appropriations can be made to go almost as far in meeting national forest needs when no bids are handled by the chief of the division of purchases, sales, and traffic after June 15 as if bids were received up to June 30.

The procedure of the chief of the division of purchases, sales, and traffic does not preclude the making of regional purchases after June 15, provided such purchases are clearly for the purpose of securing urgently needed equipment, the purchase of which has not been possible earlier in the year because of lack of funds.

Acceptance of Bids.

Regional foresters may delegate to supervisors the authority conferred upon them by paragraph 73 of the regulations of the department.

Purchase of Trees and Shrubs for Planting on Ranger Station Grounds.

Fruit and shade trees, grape vines, rose bushes, and shrubbery of a similar character for planting on ranger station grounds may be purchased at service expense.

Horses, Forage, and Motors.

^a REG. A-5. Officers or employees of the Forest Service of any grade or salary may, in the discretion of such officers as the Forester may designate, be required to furnish saddle and other animals, or motor vehicles and equipment, necessary for the performance of their official duties. All animals, vehicles, and equipment so furnished will be covered by a written contract of hire.

Animals, motor vehicles, or other equipment owned by forest officers or employees, but not required for the performance of their usual official duties under the preceding paragraph, may be furnished for emergency or special work. Whenever practicable a written contract will be executed.

Forage, care, and housing will be furnished for animals required to be furnished by an officer or employee for the performance of his official duties, and for other animals during the period of their official use. Mileage will be allowed for motor vehicles and housing may be allowed under the instructions of the Forester.

Animals, vehicles, and other equipment obtained for official use from firms or persons other than Forest Service employees will, when practicable, be covered by a written contract or memorandum of agreement.

If privately owned property is lost, damaged, or destroyed while in the possession of the Forest Service for official use, reimbursement therefor may be made to the owner, except when due to ordinary wear and tear or to causes the risks of which are assumed by the owner under the terms of the agreement, whether written or verbal provided, that except for fire-fighting emergencies no reimbursement in excess of \$50 can be made for loss, damage, or destruction of property obtained for official use unless the claim therefor is supported by a written contract of hire, executed prior to the loss, damage, or destruction, or by a certified copy of such written contract. (Act approved January 31, 1931.)

The Forester is authorized to approve for payment claims for loss, damage, or destruction under this regulation when the amount of such claim is not in excess of \$50, and to delegate this authority to the regional foresters.

^a Amdt. No. 300, effective January 31, 1931.

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Classes of Equipment Required to be Furnished by Employees.

For the performance of their official duties employees may be required to furnish such animals, vehicles, bedding, camp equipment and horse equipment as in the judgment of the official superior are essential to the proper performance of the employee's work.

Housing of Cars.

Where the use of a car is regarded by the superior officer as essential to the work to be done, a garage may be provided at Government expense. In no case will garages for privately owned automobiles be provided unless it is clearly established that the machine is necessary for and will be used largely on official work. Policies and procedure under this general rule will be determined by the regional forester.

Contracts with Nonemployees.

So far as may be practicable, animals, vehicles, and equipment furnished by forest officers for official use will be covered by contract on Forms 434, 435, and 436. All animals, vehicles and other equipment that an employee is required to furnish for the performance of his duties must be covered by a written contract when practicable, except in fire emergencies reimbursement for loss or damage under verbal agreement is limited to \$50.

Valuation of Forest Officers' Equipment.

Regional foresters will hold supervisors strictly accountable for approving on contracts only those appraised values which are sound and defensible. Values used must not exceed a fair market value of equipment adequate for the work, regardless of what the owner may feel the property is worth to him. As the values of animals, motors, etc., depreciate on account of use and age, the appraised values in the contract should be revised at suitable intervals.

For each forest or other unit a maximum value will be fixed for officers' horses, the valuation being no higher than necessary to procure animals suitable for the work. Animals of greater value will not be appraised above the maximum adopted. Reappraisals should be made at least once a year, based on age, condition, and sale values.

The valuation of forest officers' automobiles will be based on a maximum of \$1,000 for new cars, and will in no case exceed 80 per cent of the cost of the car delivered. Later appraisals and appraisals of cars purchased second hand should not exceed the cost of replacement with a car of the same make and type and approximately the same age and condition. Reappraisals will be made at least once a year, but in reimbursing for loss or destruction between appraisals any depreciation in value since the last appraisal must be considered.

Hauling and Mileage.

Motor vehicles may be hired from employee owners for hauling at rates to be determined by the responsible administrative officer (1) when it is to the advantage of the Government to hire their cars in preference to the cars of nonemployee owners, and (2) when no advantage accrues but it is impracticable to hire commercial machines. The rates agreed upon may be by any unit in keeping with local commercial custom. When an employee's motor vehicle is used for hauling by another employee the service will be subject to the provisions of Regulation A-3 and the instructions thereunder.

Hauling service is not to be classed as "travel." Transportation of employee owners or other forest officers with incidental equipment or the transportation of small regular supplies must be handled under the authorized reimbursement at not to exceed the mileage rate authorized for travel purposes.

The determining point is the use to which the car is put, i. e., whether for travel or hauling. If travel, payment is limited to the mileage rate authorized for travel; if hauling, any reasonable rate agreed upon by the administrative officer is authorized, but the employee will be expected to assume all

When it is found to be cheaper to purchase forage in the open market than to produce it on Government land which may be available, the agricultural Government land involved should be released from withdrawal for entry under the forest homestead act if the land can be classified as agricultural and is not needed for administrative use of any character. This paragraph does not apply to purchased forests.

Equipment at Ranger Stations.

No rule can be laid down for what should be furnished at summer stations. For dwellings at yearlong stations, Government-owned or rented by the Forest Service, the following equipment only may be furnished.

Screens.
Window shades.
Cook and heating stoves.
Stove boards.
Kitchen tables.
Cupboards.

Linoleum for floors.
Garbage cans.
Such equipment as it may be good judgment to install for the use of visiting forest officers.

Water-using equipment and where needed storm doors and sashes are installed as a part of the permanent structure in Government-owned buildings.

The expenditure of personal funds in the improvement or development of a ranger station or other Government building is prohibited unless there is a distinct understanding that a claim for reimbursement to the forest officer making the improvement will not be submitted. The forest officer making the improvements will have the privilege of removing them provided they have not been affixed in such a way that their removal will seriously damage the building to which they are attached.

LEASES

Occupancy of land or quarters should be covered by a lease whenever practicable except where the tenancy is strictly temporary. Where the annual rental rate is \$500 or more, a lease or other formal rental agreement will be entered into. Where the annual rental rate is less than \$500, a formal lease should be entered into if possible, but an informal written rental agreement will be sufficient if a formal lease can not be secured.^a

Clearance.

The Federal Real Estate Board supervises and coordinates all activities connected with real estate, including the procurement, sale, or disposal thereof, and occupancy under lease. Standard forms are prescribed by the board for leases and other instruments pertaining to real estate. All new leases and annual renewals of leases, where the rental is at the rate of \$500 per annum or more, must be cleared by the Federal Real Estate Board in advance of execution. Clearance of renewals must be secured regardless of whether or not the original lease and previous renewals have been cleared.

In requesting clearance the essential data should be summarized on the departmental form provided for the purpose. Submission of the lease itself as agreed upon with the lessor, or of notification of renewal, is not required. Six copies of the clearance form should be forwarded to the Forester. One of the copies will be returned to the region with the action taken by the real estate board indicated thereon.

When a lease contains a 30-day or a 90-day renewal clause, the request for clearance of the renewal should be made sufficiently far in advance of the close of the annual period to give time to send notice of renewal to the lessor prior to the beginning of the period specified.

^a Amdt. No. 58, effective Jan. 1, 1928.

Preparation and Execution.

Paragraph 74 of the fiscal regulations outlines the procedure to be followed in the preparation and execution of leases by bureaus in which assistants to the solicitor are not assigned to field stations. In the Forest Service leases will be prepared in the district offices either by the assistant to the solicitor or by the office of operation. When the office of operation handles the actual preparation, leases must be approved as to form and execution by the assistant to the solicitor.

Leases for supervisors' offices, rangers' offices, storehouses, and other quarters will be executed by the district foresters, who are authorized by the Secretary to execute all leases except those covering district headquarters.

Leases will be prepared at least in quadruplicate and executed in triplicate. A sufficient number of additional copies should be made to supply each interested unit with a copy.

After execution one copy of the lease will be returned to the lessor, and the two remaining copies furnished to the district fiscal agent. One copy will be retained in the district fiscal agent's file and the other forwarded at the end of the quarter to the General Accounting Office through the Forester and the disbursing clerk of the department. The unexecuted quadruplicate, with all signatures and dates copied in, will be transmitted at once through the Forester to the chief clerk of the department, who maintains a complete file of all leases in the department. The chief clerk should be kept advised of any definite action taken affecting continuance, modification, or termination.

The standard lease form will always be used and will be prepared in accordance with the instructions printed thereon.

The automatic renewal clause and 30-day termination clause must not be included in leases.

Renewals.

A written notification of renewal will be sent to all lessors where leases are to be extended for another year.

The same number of copies of annual notification of renewal will be prepared as for new leases, the prior action for clearance and the disposition of the copies being the same in both cases.

Termination.

When definite action for termination is necessary, leases will be terminated by the officer having authority to execute the original lease. Leases can only be terminated at the close of the fiscal year unless the lessor agrees to a termination at some other time, in which case his agreement to the termination should be evidenced in writing.

As in the case of renewals, notice of termination will be prepared with the same number of copies as for the original lease. Care should be taken that copies be forwarded to the chief clerk through the Forester, and to the General Accounting Office through the district fiscal agent and disbursing clerk of the department.

Notice of termination need not be sent when the lease terminates by the expiration of the term specified in paragraph 3 of the lease.

AGREEMENTS AND CONTRACTS

Agreements and contracts involving a money payment on the part of the Government will be executed in triplicate. After execution one copy of the instrument will be furnished to the contractor and the two remaining copies turned over to the district fiscal agent. One copy will be retained in the district fiscal agent's file and the other forwarded at the end of the quarter to the General Accounting Office through the Forester and the disbursing clerk of the department. A sufficient number of extra copies should be made to supply each interested unit with a copy.

Agreements and contracts which do not involve a money payment on the part of the Government will be executed in duplicate. After execution one copy of the instrument will be furnished to the contractor and the remaining executed copy filed in the office initiating the contract. A sufficient number of extra copies should be made to supply each interested unit with a copy.

Agreements and contracts affecting a single national-forest district will be executed by the district forester for that district. The Forester will execute all agreements affecting more than one district.

The above instructions do not apply to timber-sale contracts, grazing permits, special-use permits, and similar instruments.

PERSONNEL

Recruiting.

REG. A-6. Only qualified citizens of the United States, who are between the ages of 21 and 35, are eligible for examination for the positions of junior forester, junior range examiner, and forest ranger. Selection for appointment as forest ranger will be made when practicable from qualified citizens of the State in which the national forests, respectively, are situated. These qualifications will not be waived under any circumstances except that all age limits are waived for honorably discharged soldiers, sailors, and marines.

Since the future of the Forest Service is dependent upon the quality of its personnel, so the quality of its personnel is dependent on the quality of the recruits entering the service.

While full advantage will be taken of the facilities made available by the Civil Service Commission, the recruiting of guards, rangers, technical men, and others can be greatly aided through the personal efforts of forest officers. Forest supervisors are in a particularly favorable position for recruiting, and every supervisor should consider himself a recruiting agent for the Forest Service.

Supervisors should regularly endeavor to find enough desirable young men to take the ranger examination to more than offset their annual turnover.

The recruiting of guards may be delegated, in whole or in part, to the district rangers, but the supervisor should know intimately the kind of men who are being recruited for guard work, and whether they are the best that can be secured under the circumstances. The recruiting of guards is not a job to be done 30 days or less before the fire season. It should instead be a year-long process of searching

for and keeping in touch with the best men. When the supervisor, because of the wider range of his work, has opportunities for selection of guards which are better than those of district rangers, those opportunities must not be neglected.

District foresters and forest supervisors naturally take the greatest interest and pride in the careers and achievements of men for whose recruiting or early development they have been responsible. It is cause for congratulation when a forest graduate enters into supervisor or other responsible positions.

Responsibility of Supervisory Officers for Work of Subordinates.

One of the most important duties of district foresters and other administrative officers is to make sure which employees are doing satisfactory work and which are not. Employees who are not giving satisfactory service should receive careful attention to the end that, if possible, their work may be brought up to a satisfactory level at the earliest practicable date. Employees who fail, after fair trial, to render satisfactory service should be eliminated from the service without undue delay by one of the methods open under civil service law and departmental policy. The district forester can not deal personally with all of the cases of unsatisfactory work which may arise in his district, but he is required to hold supervisors and other subordinates to a strict accountability for carrying out the policy and methods of the service for dealing with unsatisfactory work. It should be appreciated by all that the standing of the district forester is directly affected by the instances of unsatisfactory work in his district and the efforts that have been made to remedy them.

Semiannually for the clerical force and at least annually for others, district foresters will require that each administrative officer responsible for the work of one or more subordinates will review the work of each, and decide either that the work of that employee is satisfactory or that it is not. A written record showing whether the work of each employee is found to be satisfactory or unsatisfactory and the action which will be taken in each unsatisfactory case will be made and placed in an appropriate file at the time of the review.

If the work of any employee is not satisfactory, action looking toward change of assignment or removal from the service should be started at once unless it appears likely that the deficiencies are such as may be overcome by proper assistance from his superiors and earnest effort on the employee's part, in which case the administrative officer should formulate a clear statement of the respects in which the employee's work is not satisfactory. At the first opportunity, the administrative officer should discuss frankly with the employee those points in which his work is not satisfactory, and indicate the specific things which must be done or the specific deficiencies which must be overcome in order to make the work satisfactory. Frank discussion of these points may lead to an immediate decision as to the need for a transfer to some other assignment, or that the man is not fitted for national forest work. Memoranda of such conversation should always be made for the record and for the employee concerned.

When the work of any employee is not satisfactory, a definite period of time should ordinarily be set within which the deficiencies pointed out must be made good or action of some character, such as resignation, transfer, etc., will be necessary. This period will ordinarily be the ensuing six months. The fixing of a definite period may be omitted if in the district forester's judgment it is desirable to do so. Only in flagrant or exceptional cases should transfers be made or disciplinary action taken without giving the employee a reasonable time to make good the deficiencies plainly and specifically pointed out, but as a necessary feature of this policy the checking up at the expiration of the probationary period allowed must be thorough and the action then taken consistent with the prior warning.

It is a mistake to believe that the Civil Service Commission will prevent the discharge of an employee for inefficiency. The commission will never question a separation unless it has reason to believe that a religious or political motive entered into the action taken, or that the procedure required by law was not followed.

The Secretary and the Forester will require a showing that the inefficiency of an employee recommended for dismissal is real; that prejudice and partiality have not influenced the recommendation, and that the employee has been given a fair chance to remove the faults found with his work.

The only exceptions which administrative officers are authorized to make in the application of the service policy regarding unsatisfactory work is that in exceptionally meritorious cases employees who are not doing satisfactory work because of age or broken health and are doing the best of which they are capable should be carried until eligible for retirement or until recovery of health, at a salary properly adjusted to the work they are able to do.

The district forester has authority to make such transfers and assignments of the personnel in his district as he may consider necessary except in the case of assistant district foresters or specialists on the district staff which must be considered and approved by the Forester in advance. With the above exceptions all recommendations received from the district forester for transfers involving changes of salary status or for appointments to fill vacant positions in his district will be approved by the Forester and forwarded to the Secretary unless in conflict with established service or departmental policy.

TERMS OF SERVICE

Every employee entering the service as ranger, junior forester, or junior range examiner should know certain requirements of the work which he is entering. The important requirements which a new member accepts when he enters the service are:

1. With a few exceptions, administrative and technical jobs are traveling jobs in the Forest Service and require absence from home for a considerable portion of the year.

2. Each member of the service under permanent appointment, who travels on the forests, must provide himself with a Forest Service uniform of the approved type and will be expected to wear it when, in his judgment, the use of the uniform is desirable for the work in hand. For specifications of uniforms see under heading "Uniforms."

3. Technical men who wish to advance to positions of administrative responsibility should acquire the experience to enable them to qualify for appointment as district ranger. A year of successful work as a district ranger ordinarily should precede the advancement of a technically trained man to a position as assistant to a supervisor, or to work as a specialist.

4. While transfers after the first few years of service are avoided so far as possible because of the personal and official losses they entail, it is at times necessary nevertheless to transfer employees, and while every reasonable consideration will be given to personal reasons for not wishing to move, every member of the organization should expect to transfer if service interests will be served thereby. Frequent transfers in the first years of service are often of advantage to an employee.

5. Whenever it is to the advantage of the Government to do so, forest officers may in the discretion of the supervisor be required to furnish the horse or motor equipment they need for the transportation of themselves and their personal equipment over the unit with which they are connected.

6. No forest officer may employ under his direction any of his immediate relatives by birth or marriage in any Forest Service work without first having secured the approval of his superior officer. When it is desired to engage such a relative for Forest Service work a full statement of the reasons why the selection is considered advisable must be submitted to the superior officer in advance in all cases where the superior officer is not already in full possession of the facts. This rule will not apply in case of emergency, such, for example, as the suppression of a forest fire; nor will it operate to prohibit relatives of forest officers from securing contracts for Government work when such contracts are awarded after competitive bids.

The usual policy will be not to assign a relative under an immediately superior officer even though under civil-service appointment.

7. The following rules of conduct are binding upon all employees of the service. Employing officers will call them to the attention of new employees.

(a) No member of the Forest Service shall, under any circumstances, file or initiate a claim, directly or indirectly, under any of the public land laws, to land within the existing or proposed boundaries of the national forests. A member who has secured a claim under any of the public land laws to such lands before its inclusion within existing or proposed boundaries of the national forests or before his appointment as a forest officer will be allowed to perfect his title, but may be compelled to choose between his claim and his position should his duties make it impossible for him to comply with the residence or improvement requirements.

(b) No member of the Forest Service may acquire land not included within a national forest under any of the Federal or State land laws, or have an interest in any associations, partnerships, or company formed with the view to acquiring such lands, if such action might prejudice his standing as a forest officer, influence his official actions, or tend to bring criticism upon the Forest Service.

(c) No member of the Forest Service may purchase private land within or near a national forest without first securing the written consent of his official superior. This consent will not be given if such purchase and ownership might prejudice the purchaser's standing as a forest officer, influence his official action, or tend to bring criticism upon the Forest Service. Speculative purchases of land within or near a national forest will not be approved.

(d) No member of the Forest Service may carry on stock raising or farming operations without specific approval of the district forester, who will approve such activity only where a clear showing is made that it will not interfere with official work of the officer. This rule does not apply to the raising of garden products and animals primarily for the use of the officer and his family with sale of an incidental surplus.

(e) No member of the Forest Service shall, as principal, partner, or agent, speculate or be commercially interested in timber or other forest products, or in livestock, or in any ownership or lease of any timberland, or in any lumbering contract or operation, whether on the national forests or elsewhere, when such action will prejudice his standing, influence his official action, or tend to bring criticism upon the Forest Service.

(f) No member of the Forest Service shall, as principal, partner, or agent, be interested in any enterprise which profits by the use of any national forest on which he is employed or by any investigation or other work in which he may be engaged, except as otherwise provided herein.

(g) No member of the Forest Service shall, directly or indirectly, engage in or profit by private business transactions with or receive gifts from a national forest user or others with whom he has official relations which might influence his official action or tend to expose the Forest Service to criticism. Accepting free board from a timber operator with whom an employee is working, or doing extra work for an operator in return for board will be followed by separation.

(h) It is improper for any member of the Forest Service to grant any privilege or permit by which he or any member of his family will profit, directly or indirectly. Such permits may be issued only by his official superior.

(i) Whenever in granting a permit or in making any decision or recommendation the good faith of a member of the Forest Service might be questioned, on the ground that the action was influenced by personal friendship, family relationship, or business interests, the forest officer may refer the case to his official superior when in his judgment this course is advisable in order to protect himself and the service.

(j) No member of the Forest Service shall give or use information acquired by means of his official position to advance the interests of himself, his family, his business associates, or his personal friends over those of other persons.

(k) No member of the Forest Service shall engage in any speculation, mercantile transaction, or other activity of a character to engross his attention or to divert it from his public duty.

(l) A forest officer is a representative of the Federal Government, and as such his acts as a private individual are particularly open to criticism and may reflect on the service. Consequently, he must set and hold to a high standard of personal conduct and integrity that will safeguard the service against criticism and embarrassment.

(m) The orders prohibiting political activity, which are given in the departmental regulations, will be strictly enforced.

TRAINING

The man who is well qualified for his job is an asset of great value to the service. Training for national forest work may be gained in many forms of experience, vocation, or schooling, both in and out of the service. The three fields of training to which consideration needs to be given here are: (1) Training in schools and colleges before entering the service, (2) training at Forest Service camps or conferences for those who are entering the Forest Service, (3) and the training of the permanent personnel through camps, conferences, correspondence courses, forest schools while on furlough, or any of the methods which may be used from time to time to enable members of the organization to maintain a steady development of their qualifications for service work.

Training in Schools and Colleges.

The quality of training and inspiration men get at educational institutions will largely determine the scope and quality of the future work of the Forest Service. In the classes of work for which a college training is a net advantage there should be a steadily increasing percentage of college-trained men, but this will not bring satisfactory results unless there is the closest cooperation between the Forest Service and the forest schools and other schools from which forest officers are drawn.

It is the policy of the Forest Service to keep in the closest touch with the forest schools and cooperate with them in every practicable way. Forest officers who are experts in their subjects are encouraged to accept invitations to deliver lectures before forestry classes.

Specific advance approval by the Secretary and the Civil Service Commission is required for each such lecture or series of lectures. In requesting such approval the district forester should state:

- (1) The position and work of each man who is to give lectures.
- (2) The number of lectures to be given by each man.
- (3) The subject or subjects to be covered by each man.
- (4) Whether the school or the service is to bear the cost of any travel or salary involved.

The Civil Service Commission is sympathetic toward the purpose of the service to maintain close relations with the forest schools, but must keep in mind the Executive order closely limiting lectures before students by Government employees, and must avoid any ground for charges that such employees are assisting in the coaching of students for civil-service examinations. The Forest Service is just as anxious as the Civil Service Commission to protect the integrity of the system of examinations through which its personnel is recruited. Every precaution must be taken to insure that nothing said or done by forest officers lecturing before forest school classes can be construed as coaching students who may expect to take civil-service examinations.

Constant interchange of printed matter, circulars, and carbon copies of policy letters is urged, and the forest officers nearest each school should usually be responsible for maintaining active relations. Visits of teachers to forests and visits of foresters to the schools, classes, and camps maintained by forest schools are all important means of maintaining good working relations. Every assistance should be given to the heads of forest schools in recruiting their teaching forces from the strongest men in the profession, even when this means the loss of an outstanding forest officer. The loss will usually be more than compensated for by the quality of college men entering the service. Forest officers whose work is truly successful are encouraged to accept invitations to teach, and if they later wish to return to the service favorable action may be expected on their applications up to the limit allowed by law and the requirements of fairness to men already in the service.

Forest officers can perform a double service by interesting boys in their communities in forestry or grazing courses. Boys from national forest regions are to be desired as trained foresters or grazing experts.

A final important form of cooperation is in taking forest students into national forest work during the vacation period. While inexperienced or poorly qualified students should not be placed at vital points in the fire-control organization, it should be possible usually to find a way to give vacation employment to enough students to insure that most forest assistants and other technical assistants who enter the service from the civil-service register will have had two seasons experience on national forest or similar work.

Training for Rangers, Guards, etc., About to Enter on Duty.

As soon as it can be brought about every district ranger should, before assignment as such, receive appropriate training in a Forest Service training camp or as assistant to a district ranger, or preferably both. Guards should be given at least three days' training before taking their first assignment. Starting with the foundation laid by the committee report on training approved by the Mather Field Conference there should be a steady development of methods, skill, and equipment for training new forest officers.

Training of the Permanent Personnel.

The third field is the training of the permanent personnel, and covers a wide range of training needs and activities. The training of the permanent force is not completed when all forest officers have had the advantage of a course in one of the service training camps. There will still remain the continuing need for training through correspondence courses, study clubs, and reading courses, all of which should be pushed as an essential activity. Forest officers who are in a position to go on furlough for the purpose of attending forest schools are encouraged to do so. There is also the urgent necessity of training for higher responsibility those men who give promise of capacity to become supervisors, assistant district foresters, or district foresters, or to take other positions of leadership in administrative or technical work. A good method of training men for higher responsibility as district ranger, supervisor, or assistant district forester is to pick for development one or more men according to the current needs for replacement and concentrate study details, development transfers, attendance at conferences, and other such media of training on these men of the greatest promise. One of a district forester's important responsibilities is the development of methods of giving special training to enough of the most promising members of each grade from which to make appointments to the next highest grade in responsibility.

A large part of the training of the permanent force must be done by contact of man with man, as of the supervisor with his rangers. The senior employee should always feel his responsibility to explain and instruct while on the trail, on the job, and around the fire at night. Interest in the ideals, traditions, and objectives of the service is best imparted in this way. The use of plans, standards, and checking up of performance against plans and standards affords the supervisor an exceptional opportunity for training members of his organization. While the district forester must take leadership in the subject, he must depend chiefly on the supervisor for actual training of rangers in the better ways to use time. The knack and the habit of getting things done can be taught to the best advantage only on the job.

Correspondence courses should be kept close to the job. Interest in correspondence courses can not be kept up if the material studied is beyond the daily work and thinking of the men taking the course.

Each district forester is responsible for the development of the systems of training which seem best adapted to district needs and is encouraged to take advantage of work done along this line in other districts.

In time there should be in print a library of texts suited to the training of forest officers in their numerous duties.

CLASSIFICATION

The classification of all departmental service positions in accordance with the classification act of 1923 became effective on July 1, 1924. This covers all positions in the Washington office of the Forest Service. Although true classification of the field service has not been secured, Congress authorized the heads of departments to adjust the compensation of field service employees on a substantial parity with the classified positions in Washington. This action became effective July 1, 1924, and the necessary funds to meet the increased rates of compensation were subsequently provided.

Since the present method of allocating employees is only temporary it does not seem advisable to give a complete summary of the duties, typical tasks, and minimum qualifications of all of the Forest Service positions in the various grades in this manual. Personnel classification board circular No. 12, entitled "Class Specifications for Positions in the Departmental Service," may be used as a guide in determining the proper allocation of individuals to the various grades. This publication is only available in district offices.

The allocations as finally decided upon are based upon the relative importance of the positions rather than upon the qualifications and efficiency of the employees filling them. Departures from this rule were made in a few cases where the incumbents had not fully qualified for the positions they were occupying.

The act of May 16, 1928 (Welch Act), requires the Personnel Classification Board to make a survey of positions in the field service and submit a report to Congress containing recommended compensation schedules, descriptions, typical tasks, allocation of individual positions, principles and procedures for putting compensation schedules in effect, and statistical and other information in explanation of the board's recommendations. Copies of the Forest Service report to the Personnel Classification Board giving tentative class descriptions, typical tasks, and recommended allocations have been furnished to field units.¹⁴²

Classification of Forests.¹⁴²

National forests have been grouped in four classes according to the character and size of the problems and responsibilities devolving upon the supervisors. Those of least importance with respect to problems and responsibilities have been designated as class 1, those of relatively higher importance to classes 2, 3, and 4.

The following tabulation shows the classification of national forests as of January 1, 1929:

Classification of national forests

Classification	Grade and salary range of supervisor in charge	Districts								
		1	2	3	4	5	6	7	8	9
FOREST Class 4---	CAF-11 \$3, 800-\$4, 400	Bitterroot. Clearwater. Coeur d'Alene. Flathead. Kaniksu. Kootenai. Lolo. Nezperce.	Harney. Bighorn. Black Hills. Medicine Bow.	Coconino. Lincoln. Santa Fe. Tonto.	Boise. Fishlake. Idaho. Payette. Targhee. Uinta. Wyoming.	Angeles. Lassen. Plumas. San Bernardino. Santa Barbara. Shasta. Sierra. Stanislaus. Tahoe.	Crater. Deschutes. Mount Hood. Olympic. Rainier. Snoqualmie. Whitman.	Cherokee. Ouachita. White Mountain.		Superior.
Class 3---	CAF-10 \$3, 500-\$3, 400	Beaverhead. Blackfeet. Custer. Deerlodge. Helena. Jefferson. Madison. Selway.	Cochetopa. Colorado. Montezuma. Pike. Rio Grande. San Juan Washakie.	Coronado. Crook. Gila. Sitgreaves. Tusayan.	Ashley. Cache. Humboldt. Manti. Salmon. Sawtooth. Toiyabe. Wasatch. Weiser.	California. Eldorado. Klamath. Modoc. Sequoia. Trinity.	Cascade. Chelan. Columbia. Colville. Malheur. Siskiyou. Umatilla. Umpqua. Wenatchee.	Alleghany. Choctawhatchee Monongahela. Nantahala. Natural Bridge. Ozark. Pisgah. Shenandoah. Unaka.	Tongass.	
Class 2---	CAF-9 \$3, 200-\$3, 700	Absaroka. Beartooth. Cabinet. Gallatin. Lewis & Clark. Missoula. Pend Oreille. St. Joe.	Arapaho. Grand Mesa. Gunnison. Holy Cross. Routt. San Isabel. Shoshone. Uncompahgre. Wichita. White River.	Apache. Carson. Datil. Manzano. Prescott.	Caribou. Challis. Dixie. Lemhi. Minidoka. Powell. Teton.	Cleveland. Inyo. Mono.	Fremont. Mount Baker. Ochoco. Santiam. Siuslaw. Wallowa.		Chugach.	Huron. Chippewa.
Class 1---	CAF-8 \$2, 900-\$3, 400		Nebraska.		Kaibab. La Sal. Nevada.					

Allocation of Positions.

The following tabulation shows the allocations to salary ranges on July 1, 1929, of a majority of the positions in the National Forest Districts:

Salary range, \$5,600 to \$6,400 : District forester.	Salary range, \$2,000 to \$2,500 : Senior clerk.
Salary range, \$4,600 to \$5,200 : Assistant district forester.	Senior draftsman.
District engineer.	Junior range examiner.
Senior hydroelectric engineer.	Junior forester.
Senior logging engineer.	Senior forest ranger.
Senior grazing examiner.	Printer.
District fiscal agent.	Senior warehouse foreman.
Senior district forest inspector.	Senior lumberman.
Senior administrative officer.	Senior engineer (marine).
Senior forester.	Forest-fire-prevention lecturer.
Salary range, \$3,800 to \$4,400 : Forest supervisor.	Senior transit man.
Forester.	Salary range, \$1,860 to \$2,200 : Mechanic.
District forest inspector.	Junior marine engineer.
Senior logging engineer.	Warehouse foreman.
District fiscal agent.	Salary range, \$1,800 to \$2,100 : Clerk.
Administrative officer.	Forest ranger.
Salary range, \$3,500 to \$4,00 : Forest supervisor.	Draftsman.
Junior administrative officer.	Library assistant.
District forest inspector.	Lumberman.
District fiscal agent.	Scientific aid.
Logging engineer.	Road foreman.
Salary range, \$3,200 to \$3,700 : Forest supervisor.	Scaler.
Logging engineer.	Salary range, \$1,680 to \$1,980 : Assistant mechanic.
Associate range examiner.	Assistant warehouse foreman.
Chief of maps and surveys.	Salary range, \$1,620 to \$1,920 : Assistant clerk.
Associate civil engineer.	Assistant draftsman.
Associate district forest inspector.	Assistant forest ranger.
Associate forester.	Assistant scaler.
Associate hydroelectric engineer.	Assistant surveyor.
Associate mineral examiner.	Assistant operator.
Associate silviculturist.	Salary range, \$1,500 to \$1,800 : Unskilled laborer.
District fiscal agent.	Salary range, \$1,440 to \$1,740 : Junior clerk.
Senior administrative assistant.	Junior draftsman.
Deputy district fiscal agent.	Forest game warden.
Salary range, \$2,900 to \$3,400 : Forest supervisor.	Salary range, \$1,320 to \$1,620 : Head messenger.
Administrative assistant.	Packer.
Deputy district fiscal agent.	Salary range, \$1,260 to \$1,560 : Underoperative.
Assistant district forest inspector.	Underclerk.
Assistant forest supervisor.	Under telephone operator.
Salary range, \$2,600 to \$3,100 : Assistant forest supervisor.	Unskilled laborer.
Junior administrative assistant.	Junior forest game warden.
Chief surveyor.	Salary range, \$1,200 to \$1,500 : Messenger.
Assistant range examiner.	Unskilled laborer.
Chief lumberman.	Packer.
Assistant forester.	Guard.
Chief draftsman.	Salary range, \$1,080 to \$1,380 : Assistant messenger.
Assistant engineer.	Unskilled laborer.
Superintendent of road construction.	Salary range, \$600 to \$840 : Junior messenger.
Assistant district forest inspector.	Minor telephone operator.
Chief mineral examiner.	Salary range, \$420 to \$600 : Charwoman.
Assistant silviculturist.	Minor telephone operator.
Salary range, \$2,300 to \$2,800 : Principal forest ranger.	Unskilled laborer.
Assistant forest supervisor.	Salary range, \$240 to \$420 : Janitor.
Principal clerk.	Minor telephone operator.
Principal surveyor-draftsman.	
Principal draftsman.	
Superintendent of road construction.	
Principal hydraulic engineering aid.	
Principal lumberman.	
Principal surveyor.	
Mineral examiner.	

It is impracticable to do away immediately with the titles of principal lumberman, senior lumberman, lumberman, and scaler in the cases of men already in the service who have not qualified as forest rangers, but no more permanent employees will be appointed under these titles, and the existing titles will be allowed to die out as salary changes occur in the cases of men who have passed the ranger examination, as men not already qualified pass this examination, or as vacancies occur through separations from the service.

The scaler examination has been discontinued, and when scalers are needed selection will be made from (a) the ranger register, (b) the junior forester register, or (c) for short-term work from available men without civil-service qualifications, scalers needed for short periods now having the same exemption from examination as guards.

Employees making appraisal and logging studies not requiring men of the logging-engineer grade are allocated to grade 11 and given the title of chief lumberman. Men in charge of general sales administration on forests are also given this grade and title. The position of chief lumberman will be filled hereafter by the promotion, without written examination, of men in the service who have had actual experience in lumbering operations, either in or outside of the Forest Service, as follows: Forest ranger, 3 years; senior forest ranger, 1 year; junior forester, 2 years; lumberman, 3 years. In every case of promotion to this position the recommendation should be accompanied by Civil Service Form 375.

Although the field service is not ordinarily bound by the rules which cover reclassification of the departmental service, an attempt should be made to follow them, especially when failure to do so may result in future embarrassment or difficulty. Each district and the Madison laboratory will set up the necessary records to insure the observance as promotions are made of the "average" provision which has been imposed upon the departmental service in the agriculture appropriation bill. This should be done separately for each grade.

ADJUSTMENT ON ACCOUNT OF QUARTERS FURNISHED BY FOREST SERVICE ¹⁴²

In order to equalize the salaries of those employees who are furnished with quarters by the Government with the salaries of employees who are not so furnished with quarters, it is necessary to make certain adjustments in arriving at the final actual compensation paid. The allocation of employees to their respective salary grades is based on service alone—on what the employee does with his hands or his brain, the furnishing of quarters by the Government not being considered at all in arriving at the proper allocation for the position which the employee holds. Proceeding on this basis it is evident that deductions should be made in the compensation rates of those employees who are furnished with quarters by the Government.

For quarters furnished by the Government deductions from annual salaries will be made as follows:

- 1. Ordinary quarters located in isolated places, \$120.
- 2. In the few cases where quarters are provided in towns, \$240. A deduction of \$240 for quarters furnished will not be made unless the town in which the ranger's headquarters is located is large enough to support a doctor, dentist, and high-school and church facilities.
- 3. Quarters of the single-room, bunkhouse, or rough "shack" type, such as at lumber camps, \$60.
- 4. Where quarters are provided during the summer months only no deduction will be made, because the employees almost invariably have to maintain year-long quarters at their own expense elsewhere.

The following tabulation shows the adjustments which are made in the salaries of employees furnished with quarters by the Government:

Basic salary ranges	Salary ranges of employees not furnished with quarters	Salary ranges of employees after adjustments for \$60 quarters have been made	Salary ranges of employees after adjustments for \$120 quarters have been made	Salary ranges of employees after adjustments for \$240 quarters have been made
\$1, 620-\$1, 920	\$1, 620-\$1, 920	\$1, 560-\$1, 860	\$1, 500-\$1, 800	\$1, 380-\$1, 680
1, 800- 2, 100	1, 800- 2, 100	1, 740- 2, 040	1, 680- 1, 980	1, 560- 1, 860
2, 000- 2, 500	2, 000- 2, 500	1, 940- 2, 440	1, 880- 2, 380	1, 760- 2, 260
2, 300- 2, 800	2, 300- 2, 800	2, 240- 2, 740	2, 180- 2, 680	2, 060- 2, 560
2, 600- 3, 100	2, 600- 3, 100	2, 540- 3, 040	2, 480- 2, 980	2, 360- 2, 860
2, 900- 3, 400	2, 900- 3, 400	2, 840- 3, 340	2, 780- 3, 280	2, 660- 3, 160
3, 200- 3, 700	3, 200- 3, 700	3, 140- 3, 640	3, 080- 3, 580	2, 960- 3, 460
3, 500- 4, 000	3, 500- 4, 000	3, 440- 3, 940	3, 380- 3, 880	3, 260- 3, 760
3, 800- 4, 400	3, 800- 4, 400	3, 740- 4, 340	3, 680- 4, 280	3, 560- 4, 160
4, 600- 5, 200	4, 600- 5, 200	4, 540- 5, 140	4, 480- 5, 080	4, 360- 4, 960

An employee's basic salary allocation must be at one of the salary steps within the grade to which he is allocated. However, the actual monetary compensation paid an employee who is furnished with quarters will not always coincide with one of the salary steps recognized for the Bureau of Efficiency grade.

When rangers, who are furnished with quarters located at points which are satisfactory from the standpoint of reasonably efficient forest administration, rent quarters in town in order that their children may have superior school advantages, or for other personal reasons, no adjustments in favor of the rangers will be made on this account. The full deductions for the value of the quarters available to the rangers must be made.

ATTITUDE TOWARD MEN WHO LEAVE THE SERVICE

To have forest officers called to places of greater usefulness than are open to them in the Forest Service is the best evidence of high quality in the work and personnel of the service. When former employees wish to return to the service they may expect an attitude of welcome, but every case must be dealt with on its particular merits, and no one can expect to be taken back unless there is a bona fide vacancy open which he is better qualified to fill than anyone available in the service. Reinstatement is also limited by civil-service law and regulation.

FREE SERVICE BY FOREST OFFICERS

The Forest Service wants to pay its way and does not favor the use without reimbursement of horses, vehicles, etc., belonging to forest officers for work outside the transportation of the owner and his own equipment in his official work. It is not intended, however, that every incidental use of such private equipment shall be paid for.

CARRYING CONCEALED WEAPONS

Forest officers have legal authority to carry concealed weapons if necessary in the discharge of their duties, and in doing so are not subject to the State laws on the subject.

JURY SERVICE

Care should be taken to avoid abuse of the authority to secure exemption from jury service. It is desirable that forest officers discharge this duty of citizens although such service will involve some personal financial sacrifice. Release by the court should not be requested unless material injury to official work will result or unless there are other reasons which it would be proper for any citizen to advance. (See departmental regulations.)

ANNUAL LEAVE

Authority to Approve Annual Leave.

Forest supervisors and regional foresters are authorized to approve requests for annual leave from members of their organizations.

Applications from members of national forest organizations should be submitted in duplicate to the supervisor on an application for leave form. The supervisor will approve or disapprove the request and, if approved, retain one copy in an attention file and return the other to the forest officer concerned. The forest officer will complete and sign to indicate the date returned to duty and send to the supervisor, who will file it behind the member's leave card and return the other copy for the officer's files.

A supervisor may take annual leave for a period of three days or less without first securing consent of the regional forester; but report should be made to the regional forester on the leave form. If he desires to take more than three days' annual leave he should submit an application in duplicate to the regional office and obtain permission to take the leave before the date on which it begins. An approved copy of the application will be returned to the supervisor, who will fill in the date of returning to duty and retain it in his files after the proper entry has been made on his leave card.

Policy Regarding Annual Leave.

The best interests of the service are not served in normal times by overtime work and doing without proper rests and recreation, but rather by good planning, perfection of methods, expert skill, and resourcefulness in the varied work there is to do. The privilege of taking annual leave is one that should be taken advantage of each year by forest officers in so far as practicable.

Except in emergencies forest officers should not expect to obtain annual leave nor superior officers grant it during fire seasons or other periods of the year when their presence on duty is particularly needed or when work is at a peak; but it is the policy of the service to encourage employees to take annual leave when absence will least interfere with official work.

POLICY REGARDING LEAVE WITHOUT PAY AND FURLOUGHES

Attendance at schools and colleges and educational travel are heartily approved, and leave will be granted for such reasons unless more than ordinary inconvenience to service work will result.

Applications for leave to secure rest, change, or new experience are regarded favorably, although each application must be considered in the light of the effort and achievement of the applicant, and the resulting effect on official work.

Applications for such leave are not regarded with favor when made for the purpose of doing outside work or to retain a connection with the service while trying out a new job which may not prove permanent.

No man should ever be furloughed as an alternative to the handling of his case by the usual methods for dealing with unsatisfactory work. Except in case of disciplinary action, furloughs should be given only when there is lack of work or lack of money. Furloughed men must be given preference when work or funds increase again.

DISCIPLINARY MEASURES ^a

REG. A-7.—Whenever the interests of the Government require it, the Forester, regional foresters, or forest supervisors may relieve a subordinate officer or employee from duty and may order his pay withheld pending action by the Secretary of Agriculture suspending, furloughing, or dismissing him from the service. Suspensions, furloughs, or dismissals ordered by the Secretary may become effective, with loss of pay, from the date upon which the officer or employee was relieved of duty.

No final separation from the department of employees under formal appointment will be made until the action has been ordered by the Secretary of Agriculture.

Compensation can not be paid for any period during which an employee rendered no service and was not in a status of leave with pay, even if ultimately exonerated and restored to duty. Care will, therefore, be taken by superior officers concerned to see that all possible expedition is given to the investigation and submission of personnel cases.

Purpose of Disciplinary Measures.

Action in cases of inefficiency or misconduct is necessary in every organization. The purpose of disciplinary measures in the Forest Service is not the infliction of punishment or to obtain satisfaction for any error or injury on the part of an employee, but the maintenance of high standards of conduct and effectiveness throughout the organization, and the retention of public confidence in its integrity and efficiency. Every supervisory officer is responsible for taking or initiating such disciplinary measures as are necessary to fully maintain the principle that misconduct or inefficiency which go beyond the limits of reasonable human frailty will meet with disciplinary action which while fair and consistent will nevertheless be prompt and effective. In considering disciplinary measures, when there is a conflict between what is necessary to protect the personal interests of the individual and what is necessary for the best interests of Forest Service work in the long run, the decision should always be on the side of service interests.

Reprimand.

A formal written criticism or reprimand should be made for misconduct or negligence which is more reprehensible than that which can be orally reprimanded, yet not sufficiently censurable to demand a more severe form of disciplinary action.

Disciplinary Transfer.

When the conduct of a forest officer has rendered it difficult or impossible for him to give the service which his superior officer has a right to require or to hold the full confidence of the local public but has not destroyed his value to the service in another position or on another forest, he may be transferred.

^a Amdt. No. 228a, effective Nov. 3, 1930.

Disciplinary Furlough.

In cases of misconduct which warrant more than a reprimand but where the offense is not sufficiently grave to justify demotion or removal from the service, forest officers will be furloughed without pay for a period of not less than 30 days nor more than 6 months, as the seriousness of the offense may warrant.

Under the authority granted by Regulation A--7 the employee may be relieved from duty and his pay withheld, but the furlough will not be formally effective until ordered by the Secretary of Agriculture.

Demotion.

In general, an officer or employee will be demoted only as the result of his inability to perform properly the duties of his position. In some cases, however, demotion is required as a penalty for gross negligence or serious misconduct on the part of an officer in a responsible position where the officer's action does not destroy his usefulness to the service. Demotions may be made in grade or in salary or in both.

Suspension.

In case of particularly flagrant misconduct by a member of the forest force which would render his retention in a duty status detrimental to efficiency or otherwise be prejudicial to the interests of the service, the supervisor may relieve him from duty immediately, at the same time reporting the circumstances in detail to the district forester, with definite recommendations for suspension, furlough, or dismissal. Ordinarily, however, the supervisor should first report the facts to the district forester, recommending a suspension pending further investigation or the final disposition of the case. If the district forester approves the recommendation of the supervisor, he will immediately forward to the Forester a recommendation for suspension or furlough without pay or for dismissal by the Secretary of Agriculture, giving a full statement of the facts.

In cases of impending suspension or dismissal great care should be exercised in certifying salary payments. Pay must not be certified beyond the period of actual services, or be certified until the interests of the service are protected.

Removal.

Removal is the extreme administrative penalty. A recommendation for removal should be supported by convincing evidence and a complete history of all the circumstances which led up to it. In cases of inefficiency there must be a clear showing that the employee has had his faults pointed out to him and an opportunity to correct them.

Falsification of Records.

By act of Congress, approved March 4, 1911, falsification by a Government employee of any records with intent to deceive, mislead, injure, or defraud the United States or any person is made a felony. The following acts have been construed by the Secretary of Agriculture as coming within the scope of this statute:

1. Knowingly submitting, certifying, or recording accounts covering the cost of materials or services which are stated in such a way as to conceal the real object for which the expenditure was made.

2. Submitting, certifying, or recording any account covering the cost of materials or services when in fact it is known that the materials were not furnished or the services were not rendered on the dates, or at the prices, or in the manner specified.

3. Preparing, certifying, or submitting any report or statement which is misleading, either by purposely omitting essential facts, juggling figures, or stating as facts what is known to be untrue or not warranted by data at hand.

Any official statement in writing regardless of its form is a "record" within the meaning of the act; and all employees of the department concerned in its preparation, certification, or authentication, knowing it to be false, can be held responsible.

Falsification of records is illegal; it is in violation of the traditions of the Forest Service; and it will not be tolerated in any form. The fact that a record was falsified with the intent to advance service interests will not excuse anyone. Real advance of service interests is not gained in that way.

Payment of Debts.

Dishonest debtors are undesirable as employees, and in such cases disciplinary action should be initiated. However, the evidence must be clear. Charges may be preferred against employees who bring the service into disrepute by failure to satisfy their creditors. The service can not act as a collecting agency, confining its activity in these cases to acknowledging receipt of complaints, calling the matter to the attention of the employee, and investigating the employee's fitness to remain in the service.

If honest debts affect the value of a member of the service, the case becomes a personnel matter and his superior officer may require him to submit a statement of his financial condition and carry out some scheme of monthly payments until the debts are extinguished, or adopt some other plan which will bring about satisfactory results from a personnel standpoint.

PROTECTION OF THE PUBLIC HEALTH

See Regulation T-8-D.

Every precaution must be taken by forest officers to protect the public health. All persons on national forest lands are liable to trespass proceedings if unsanitary conditions result from their presence.

The main danger to be guarded against is that of typhoid fever, resulting from toilet accommodations which drain into waters used for domestic purposes and from the exposure of organic refuse to flies.

In large or permanent camps latrines must be dug in suitable location remote from the water, and disinfectants should be used freely. All camp refuse must be disposed of, either by burying or burning. In small temporary camps suitable precautions should be observed, and refuse of all kinds must be kept well away from the water. The carcasses of all dead animals which are a menace to public health should be buried or burned. (See Reg. G-14.)

COOPERATION

It is the policy of the Forest Service to cooperate so far as its resources, the urgency of its regular duties, and the statutory limitations upon its activities will permit, with Federal and State agencies and owners of private lands in any manner that tends to promote better management of forest or grazing lands or that will bring about better fire control; also with colleges, schools, and other educational institutions and organizations giving instruction in management of forest or grazing lands. As a general principle, cooperating agencies will be required to reimburse the Forest Service for or pay directly their share of the costs of such cooperative work. In cases where the Forest Service has a fairly direct interest in results, members of the service may, with the approval of the district forester, be detailed and their salaries paid by the Forest Service to give demonstrations in marking and other forms of forest management or in grazing management, or to deliver lectures or otherwise take part in educational work. Ordinarily in such instances the cooperators will be required to pay the expenses of the member so detailed.

FIRE CONTROL

Objective in Fire Control.

The objective in fire control is to reduce to a minimum the sum of the cost of fire prevention, presuppression, fire suppression and the damage caused by fire. This objective can be reached by reducing to a minimum the following items:

1. Number of man-caused fires
2. Per cent of class C fires.
3. Acres burned over.
4. Cost of presuppression.
5. FF expenditures.
6. Damage.

To bring about decreases in the foregoing items, common sense and energy must be put into the perfecting of a multitude of details which in the aggregate determine the success or failure of any administrative officer in fire control on the unit for which he is responsible.

MINIMUM REQUIREMENTS

The district forester is responsible for bringing about the accomplishment of the minimum requirements listed under the following marginal headings from "Plans" to "Signs," inclusive, on all forests which in his judgment have sufficient fire business to warrant the preparation of a detailed fire plan, fire atlas, and the application of the other minimum requirements. Such forests will, for convenience, be referred to as fire forests.

Plans.

Fire control will be provided for in work plans by the following method:

1. Annually the supervisor and his district rangers will sit down together with the latest fire plan outline or list of things of importance to fire control, together with all available records and statistics.
2. Each individual job will be listed which needs to be done to bring fire control on the forest up to an acceptable standard.

3. Each job so listed will be placed in the work plans in such a way that it is clear when, where, how, and by whom it is to be done.

4. Jobs, other than fire, having been listed and placed in the work plans in the same way, plans will be made for doing as many fire and other jobs as possible on each trip or each day.

5. Fire and other jobs will be correlated by dovetailing them together in accordance with the best practice in planning and the established priorities of each class of jobs.

Form of Plans.

The fire plan will take the following form:

1. The fire atlas.

2. The plan of action.

(a) The permanent fire plan with annual and emergency adjustment.

(b) Letters of instruction.

The Fire Atlas.

The fire atlas is the reservoir of basic data from which the plan of action is drawn. It is kept by the supervisor and is subject to constant addition and revision. It should include not only maps and cumulative statistical tables, but also such additional basic data as may be pertinent to local conditions. It may contain explanations or reasons for doing the things listed in the fire plan.

^a As a minimum requirement, the atlas should contain the following maps and statistical information, made from the best available data:

1. *Volume of work map*.—(a) Showing starting point of fires separately—A's, B's, and C's.

(b) Lighting zones.

(c) Camper zones.

(d) Incendiary zones.

(e) Others, if needed.

2. *Hazard map*.—Show all fires over 40 acres in actual area by years.

3. *Visibility map*.—Showing visibility of country from each guard station and classifying visibility of the areas covered into—

(a) Direct.

(b) Indirect.

(c) Blind.

4. Composite visibility map of all regular guard stations classifying visibility of the areas covered into (a) direct, (b) blind.

5. Forest type map on not more than 1-inch scale, from the best information available.

6. *Hour control map*.—When it will be helpful in making and checking distribution of firemen.

7. *Improvement map*.—Diagram of communication and transportation system.

8. *Statistical record*.—(a) Summary of individual fire reports (optional with regional forester).

(b) Permanent consolidated record by years on Form 924, summary sheets 1 to 8, supervisors' annual fire report. Also serves as a recapitulation of damage from Forms 929 and 930 LM.

(c) Cost of fires by classes, cost of fire suppression and strength of presuppression forces, on Form 930, sheet A. Comparison of "direct" charges and results in area burned.

(d) Analysis of man-caused fires on Form 930, sheet B.

(e) Ten-day statistical record and 10-day record by classes and causes on Form 930, sheet C. (From 10-day fire report.)

(f) Detection record on Form 930, sheet E.

(g) Elapsed time record summary sheet on Form 930, sheet J.

(h) Current annual record of man-caused fires and law enforcement cases on Form 930, sheet K.

(i) Forms 930, sheets F to I, inclusive, of the elapsed time series are essentially work sheets which may be used for recording elapsed time as the regional forester may direct.

(j) Damage by types on Form 930 LM.

^a Amdt. No. 301, effective October, 1931.

The Plan of Action.

The permanent plan is the program of attack and plan of action to be followed in protection against and suppression of fires. Accordingly, it should contain only clear-cut, concise statements free from all argument, and be as brief as possible. It should avoid general statements, and so far as possible, should outline for each man on the forest exactly what his job is so far as fire is concerned, and in so far as practicable, what he is to do under any set of circumstances. In matters where it is impracticable to lay down just what each man is to do under any set of circumstances, lists should be built up indicating what experience has shown to be good or bad practice, or check lists reminding officers of points that might be overlooked. It should be adjusted annually as to material which changes from year to year, such as (1) lists of per diem or cooperative guards appointed; (2) special temporary arrangements for carrying out cooperative agreements; (3) man power and location of trail crews placed for fire duty; (4) lists of man power or transportation equipment available for the year.

The plan will be subject to revision as the fire organization is improved or refined from time to time or as conditions change. Much of the material included in the plan may be in the form of tabulations, maps, and charts, as for instance, the organization map, man power available at various places, transportation and supplies available, etc.

Because of the danger of forest plans becoming stereotyped, it is not considered advisable to issue sample plans to the field, and because of the diversity of conditions on different forests, a sample plan is not considered feasible. Instead, a list of points to be considered will be issued by the district forester. Such a list is a compilation of elements to think about and choose from in building a plan, although not all the points will be applicable to any one forest.

The plan for emergency periods should be included in the regular fire plan, or be added as a secondary part of the plan. Usually the location of additional men and resources of equipment and fire fighters may be shown by symbols on the diagrams and maps and on the organization chart. The danger of failing to recognize what extreme fire years mean should be guarded against carefully. Such seasons may be 5, 10, or 40 years apart. When they come, all the work of years may be destroyed in a few weeks. Such seasons call for an entirely different handling of fire-control forces. All sorts of measures which are not ordinarily used must be called into play in such extreme seasons. When the emergency arrives, there is no time to search out and organize the measures and resources which might be drawn upon. Unless the responsible officers have studied the problem and prepared in times of ordinary or no fire danger, the extreme season will find them unready to use the resources they have.

Letters of instruction will constitute a part of the plan. The plan itself will ordinarily constitute all of the ranger's instruction. Letters of instruction will ordinarily be issued to the special protective force only. Written instructions plus necessary organization charts and maps will ordinarily constitute the guard's plan.

All firemen and lookouts will be given written instructions in accordance with the approved Mather Field report.

Portable Phones and Field Work.

Portable telephones will be supplied where necessary, and despatching systems so arranged that district rangers may spend a large portion of their time in the field during the fire season and still keep in touch with the fire situation by phone.

Guard Training.

At least three days' training will be given to all untrained fire guards. Subjects in which training is given and methods used will be checked in advance by the regional office to insure that the best ideas of the region are taken advantage of on each forest.

Inspection Outlines and Frequency.

To insure that fire inspection is neither perfunctory nor too costly, all inspections by district ranger, supervisor, and regional forester will follow an outline approved by the regional forester. Frequency of fire inspections in ranger districts, forests, and national forest region will be controlled by frequency standards worked out for each unit and approved by the regional forester.

Fire Maps.

For all forests where fire-control maps meeting the specifications adopted by the Mather Field fire conference are not available, the fire-map program adopted at Mather Field will be pushed aggressively until satisfactory maps are secured.

Analysis of Man-caused Fires and Focus of Educational Work.

Man-caused fires for each forest and each district will be analyzed and studied each year by the responsible officers, the ultimate cause of each class of such fires determined, and the best places found to focus educational and publicity efforts for the purpose of reducing the number of man-caused fires. The programs resulting from such analysis and study will be aggressively carried out.

Elapsed-time Standards.

Elapsed-time standards will be established and tightened up from time to time until standards are reached which are considered to be the best that are practicable in the administrative unit to which each standard is applied. A continual process of inspection, analysis of variations from the recognized standard, commendation for good work and disciplinary measures for failure will be kept up by the supervisors' and the regional offices.

Cooperation.

A program for aggressive development of cooperation will be formulated for each forest and each national forest district. The program should be based on consideration of the following elements and should include definite plans for any action the need for which is disclosed by such consideration.

1. Early each season definite agreements should be entered into with available and competent local men who may be needed for fire fighting. Men who may be needed as fire suppression bosses and foremen should be given particular attention. It is well to have written agreements with them.

2. Nonresident owners of over 160 acres of timber or brush land within or adjacent to national forests should be induced to cooperate financially either through membership in an association or by cooperative agreements directly with the Forest Service. Areas on which private logging operations are under way may be included or omitted according to the circumstances in each case.

3. The cooperative protection should be so handled that when the work is completed, cooperators' expenditures per acre will not be less than the expenditures per acre of the Forest Service. Where cooperators are not landowners (municipalities, agricultural associations, etc.) and the cooperation is solicited and given on the grounds that additional protection is necessary, such funds should be actually expended in giving that additional protection. When a cooperative landowner is not satisfied with our standard of protection and contributes additional funds, such additional funds over and above his pro rata share of the cost of protection must be expended in the direct protection of his lands.

4. In the case of large landowners, agreements for the protection of their lands should provide for the payment of their pro rata share of the actual cost of presuppression and suppression; but in the case of small owners, and large owners who, after solicitation, refuse to cooperate on any other basis, agreements should provide flat rates per acre, based upon average presuppression and suppression costs for a reasonable term of years. Payments should preferably be made in advance for both classes of owners, although it is permissible in the case of large owners to permit the cost of suppression to be met after the close of the season or as expenditures are made. Amounts not needed during any fire season may be refunded at the close of the season. Businesslike statements should be given cooperators at the close of each season, presenting in a suitable form an account of the work which has been done and the money which has been expended.

5. All receipts for fire suppression, whether based upon actual costs or flat rates, must be used for that purpose, either by direct payment or by deposit to the credit of FF or by the use of an equivalent amount of money from the cooperative fund for the payment of fire-suppression bills or for other authorized uses of FF. Where trespass action is necessary to make collection of the cost of fire suppression and damage to national forest timber, the sum collected for fire suppression will be credited to FF, while the sum collected for damage to national forest timber will be credited to the forest reserve fund.¹⁴³

6. For the purpose of determining the cost of protection to be provided on an acreage basis between the Forest Service and cooperating private landowners, the following elements should be included:

(a) The entire time of short-term protective force, including telephone operators.

(b) Time of remainder of forest force spent on fire control, including planning and organizing fire control.

(c) Cost of travel and subsistence of entire forest force while engaged in fire control.

(d) All forage for animals used primarily for fire control and a portion of the forage for entire forest force, corresponding to the portion of time of these men spent on fire control.

(e) Purchases, maintenance, and operation of all motors, horses, and other equipment required for fire control.

(f) Construction of improvements to be made during the period the rate will obtain, and maintenance of all such future and existing improvements required for fire control.

(g) All fire suppression costs.

7. There is no absolute method of determining the amount of cooperation to be solicited from such beneficiaries as municipalities, water users, and others owning no lands; but we should be guided, first, by the interests at stake; second, need for protection; and last, but not least, by the financial ability of the cooperator.

8. In order to secure moral and physical cooperation from residents and settlers, their interest in protection must be aroused through personal contact with rangers and other forest officers, supplemented by educational work, such as exhibits, newspaper support, etc.

Fire Law Enforcement.

All forest-fire laws should be strictly and impartially enforced by forest officers on areas within or adjacent to the national forests. Each district forester will issue fire-law enforcement instructions for his district which will insure that for every man-caused fire there shall be a trespass case or that every practicable step has been taken to discover and prosecute the person responsible for the fire if there has been a violation of law.

All cooperating agencies should be urged to enforce forest-fire laws actively.

The responsibility for law enforcement should rest squarely on local forest organizations. District office specialists in law enforcement should be retained only so long as necessary for training of forest officers and other special work.

Cordial cooperative relations should be established by local forest officers with peace officers of county and State, preferably through personal contact.

The United States Government stands on essentially the same footing as a private citizen in its legal rights to recover losses through injury to its property or enforced expenditure of its funds for which private parties are responsible under the law. As custodian of Government property and certain Government funds, the Forest Service has an obligation to recover from anyone liable under the law and evidence when a fire has destroyed national forest resources or compelled the expenditure of national forest appropriations.

Forest officers should, therefore, thoroughly familiarize themselves with the legal principles laid down in the "Trespass" section of the manual in order that they may be qualified to determine whether or not any given set of facts or circumstances constitute a trespass against the United States. All trespass cases will be handled in accordance with the policy and procedure established in that section of the manual.

Standards of Performance on Actual Fires.

Performance on actual fires as regards night travel, continuous travel, rate and method of construction of control line, control-line patrol, number of men, follow-up of first man, leaving a fire, reason for large fires, and all other elements of fire suppression technique will be systematically inspected in accordance with a system developed by the district forester. The district forester will see that the conclusions and recommendations of such inspections, if approved, are carried out. He will also require that steady progress be made in the development of standards on all of these points.

Grazing and Fire Control.

On each forest the possibility of using grazing as an aid to fire control will be studied from every angle and appropriate steps taken. (See Grazing Section of Manual and Ogden grazing conference report.)

Tools and Equipment in Readiness.

On each fire-control unit, tools and equipment used in fire suppression will be in the best practicable condition before the beginning of the fire season and will be placed in repair as early as possible after use on a fire.

Emergency Ration Packs.

On fire forests, unless specifically exempted by the supervisor, each ranger and guard will have packed and ready for instant use during the fire season rations for three days for one man. These rations will not only be prepared but will be taken to fires unless the man concerned is certain that food will be provided by other means.

Detection Standards.

Unless it is certain that the best possible selection of lookout peaks has been worked out there will be done on each forest each season a reasonable amount of work looking to the final selection of primary lookouts.

Every primary lookout will be provided with a suitable fire finder. Compasses will not do.

Every primary lookout point will be equipped with maps mounted for use under the fire finder and showing as much of the fire map data as is of help in quick and accurate location of fires.

Wherever any net gain can be secured thereby, detection will be intensified by placing firemen on secondary lookout points. Men so stationed will be called lookout firemen. It may take time to bring about such a relocation of firemen, but a reasonable amount of work on this project will be done each year where there is any opportunity to use lookout firemen effectively.

Signs.

Definite annual progress will be made on each forest in the matters of old fire signs which should come down and plan wise posting of new signs. Standard practice should be developed which will prevent overspacing or underspacing of signs, posting in wrong places, failure to use signs while fresh, and which will procure sign material and posting methods which are known to give the best results.

SMOKING IN RELATION TO FIRE CONTROL

Smoking at certain times and places is a fire risk. Among lumber companies the practice of forbidding smoking in the woods during the fire season is growing. Under Regulation T-1 (H) regional foresters have authority to prohibit smoking in areas and at times designated by them. This applies to officers and employees as well as nonmembers of the Forest Service. It should be used when in the judgment of the district forester fire conditions warrant such prohibition or when appropriate as a measure of cooperation with operating companies or private landowners.

The timber-sale contract form includes the following clause:

"During the periods of fire danger, as may be specified by the forest officer in charge, the purchaser shall prohibit smoking and the building of camp and lunch fires by his employees, contractors, and employees of contractors within the sale area, except at established camps, and shall enforce this prohibition by all means within his power: *Provided*, That the forest officer in charge may designate temporary camp sites where, after all inflammable material has been cleared away, camp fires may be built for the purpose of heating lunches and where, at the option of the purchaser, smoking may be permitted."

Action under this clause will always be supported or followed promptly by an order of the regional forester closing the specific sale or other areas involved to smoking under paragraph (H) of Regulation T-1. It will be manifestly unfair to require operators to forbid smoking by their employees if travelers and visitors are permitted to smoke with impunity. The enforcement of the closing of the sale area to smoking under Regulation T-1 and of the contract requirement can be aided by giving the company fire warden or other employee the status of a cooperative guard.

Forest officers are responsible for reducing the fires caused by smoking as far as it lies within their power, by example, persuasion, or the exercise of authority. They should adjust or limit their personal habits in smoking with this responsibility clearly in mind.

CAMP-FIRE PERMITS

Camp-fire permits are an approved means of impressing the habit of care with fire and of reducing the number of man-caused fires. Regional foresters should take advantage of Regulation T-1 (E) to require camp-fire permits in those places and during such periods when in their judgement it is advisable and practicable to do so.

CLOSED AREAS

Under Regulation T-1 (I) regional foresters have authority to close areas of especial hazard except to settlers or persons having permits. This authority is of particular value in reducing risks in timber-sale areas or in other places during conditions of extreme danger. While this authority must obviously be used with great discretion, it should be taken advantage of without hesitation when conditions seem to warrant its use.

DISPATCHERS AND FIELD WORK BY DISTRICT RANGERS IN FIRE SEASON

When proper organization for fire control makes it necessary to have a man continually at the phone to receive reports and start action on fires, this service should be performed by one dispatcher for the entire forest, or for several ranger districts which can be handled together. When, because of the communication system or for any other reason, it is not practicable to employ a single dispatcher for the entire forest or any group of ranger districts, it is approved practice to employ an assistant to the district ranger who will act as dispatcher for the ranger district. In no cases of this character is the district ranger justified in acting as his own dispatcher for more than temporary periods. The district ranger's work is in the field, and his work should be so organized that he can carry on his protective and other field duties throughout the season. If there are parts of a ranger district not equipped with telephone lines, it may be inadvisable for him to go there, at least during the worst of the fire season; but in those parts of his district which are served by telephone lines he can, by using a portable telephone, keep in daily touch with the fire situation and can go to fires himself as may be desirable. This paragraph does not apply to ranger districts where the fire danger does not warrant a dispatcher system, but where, nevertheless, it may be necessary during a few days or a few weeks of acute fire danger during the year to keep the district ranger where he can make a quick get-away to fires.

CORRELATION OF WAGE SCALES

Regional foresters will see to it that wage scales for fire fighters and guards are correlated within the region. They are also responsible for working out proper correlations between adjoining national forest regions or for putting the problem up to the Forester if it is found that there is some point on which regional foresters can not agree.

REPORTS

Carefully made reports on individual fires on Form 929 are the foundation of records on which the major strategy of fire control must depend. Every report needs to be carefully made. Estimates of damage should be made with special care.

^a The annual report for each region on Form 924, summary sheets 1 to 8 for the calendar year is due to be mailed from the regional headquarters as soon after January 1 as the reports from forests can be compiled.

^a Amdt. No. 302, effective October 1, 1931.

On August 1 of each year a report will be submitted of expenditures from FF for the period January 1 to June 30 and for the month of June of the same year. The report should be prepared in the following form:

	Fire suppression		Emergency guards	
	Jan. 1- June 30	June	Jan. 1- June 30	June
Temporary labor.....				
Subsistence supplies.....				
Other supplies and equipment.....				
Transportation.....				
Total.....				

Ten-day fire reports should be submitted to the Forester's office as soon as possible after the 10th, 20th, and last day of each month during the fire season. This report should contain a cumulative total of FF expenditures and liabilities for the entire fiscal year to the end of the 10-day period covered by the report. In the 10-day telegrams the word "expenses" will be used to cover both liabilities and expenditures. The report should also include a concise statement of conditions and outlook for the next 10-day period. The report should show the number of emergency guards being paid from FF on the last day of the 10-day period. Emergency guards are defined as men who have been employed on account of emergency fire conditions and who are not yet working on actual fires. When such men, while waiting for the outbreak of expected fires are employed on trails or other similar work for which funds are available, they should be paid from such funds and should not be counted as emergency guards. Do not count as emergency guards men employed to forward supplies to going fires, work on fire vouchers, or take the place of regular guards or rangers who are absent from their stations because of going fires. Such expenditures are for fire suppression rather than emergency guards.^b Regions should send in their first 10-day reports in the spring on May 10 or earlier if the fire season breaks before that date. The reports should be continued in the fall until an exact expenditure figure can be given for the summer fire season.

If fire conditions are such as to be of general interest to the press, supplemental telegrams should be submitted to this office in the following form:

1. National Forest.
2. Area burned (acres).
3. Location of fire (by reference to town or topographical features).
4. Timber burned, species, reproduction or mature.
5. Number of fire fighters employed (*if over 100*).
6. What does fire threaten (towns, ranches, valuable stands, noted scenic attractions, etc.). If nothing threatened, omit.
7. Damage (estimated).
8. Amount spent in fighting fire.
9. Cause (smokers, railroads, unknown, etc.).
10. Estimated cost to control and progress being made in controlling fire.
11. Special features (loss of life or property, crown fire, etc.).

^a Amdt. No. 177, effective July 1, 1929.
^b Amdt. No. 229, effective October 1, 1930.

STANDARD CLASSIFICATION OF FIRES BY SIZE AND CAUSE¹¹⁰

The sizes and causes of forest fires should be classified and grouped as follows:

SIZE

Class A, one-fourth acre or less; class B, between one-fourth acre and 10 acres; class C, 10 acres or over.

CAUSE

Lightning.—Fires directly or indirectly caused by lightning.

Railroad fires.—Fires from sparks or cinders of all classes of locomotives and construction engines, clearing of rights of way and all other fires incidental to operations on, or to the occupancy of, the right of way of an established common carrier railroad or to common carrier railroads under construction.

Camp fires.—Fires resulting in any manner, smoking excepted, from carelessness of campers and travelers through the forest, such as stockmen, prospectors, picnickers, surveyors, berry pickers, hunters, and fishermen, and camp fires of woods workers.

Smokers.—Fires caused by smokers' matches and by burning tobacco in all its forms.

Brush burning.—Fires caused by clearing lands for any purpose (other than for rights of way for common carrier railroads and brush burning in lumbering operations) or by rubbish, garbage, range, stubble, or meadow burning.

Incendiary.—Fires which to a reasonable degree of certainty are willfully or maliciously set to burn national-forest land or adjacent private land.

Lumbering.—Fires, excepting those set by smokers and from camp fires of woods workers, incidental to all lumbering operations; caused by sawmill engines, donkey engines, logging railroad locomotives (except on such logging railroads as are common carriers) and wood camps; through carelessness of employees engaged as wood choppers, slash burners, shake makers, etc., and by persons cutting free use timber.

Miscellaneous.—Fires which can not be properly classified under any of the other standard clauses. Do not include unknown fires under this head; put them under the probable cause.

USE OF FF

The subappropriation known as FF will be used for the payment of all special expenses incurred in suppressing forest fires and for the hire of emergency guards, the purchase of equipment required by such emergency guards when available stocks are exhausted, and transportation, forage, and all other expenses incident to the employment of such guards.

Emergency Guards.

Emergency guards will not be employed except when emergency physical conditions exist, making it improbable that the force of regular guards, other employees available for protection work, and cooperators can prevent fires from getting away with greater resulting cost of suppression and damage than if emergency guards had been employed.

Under such specific or general instruction as the regional forester may find appropriate, the decision as to the existence of emergency physical conditions will be made by the forest supervisor who will report to the regional forester the number of any emergency guards he employs.

In deciding as to the existence or approach of emergency conditions, the following factors should be considered and current conditions compared with those of other seasons, good, bad, and average:

1. Occurrence of electrical storms or lightning breeding weather.
2. Drought conditions.
3. Winds.
4. Temperatures.
5. Relative humidity.
6. Haze and smoke as affecting detection.
7. Unusually large numbers of campers, berry pickers, or other visitors.
8. Unforeseen industrial activity.
9. Number of fires burning.

Emergency guards will not be employed until administrative officers have made the best possible adjustment of other man power available, including regular guards, improvement crews, and field men on project work. To the extent that such man power can be so located as to meet the emergency physical conditions, emergency guards will not be required.

Emergency guards should be laid off promptly or transferred back to other work when the emergency conditions pass, but exceptions may be made in remote or inaccessible regions when there is a probability of a recurrence of emergency conditions within a reasonable period.

Regular guards will be considered as emergency guards and paid from FF when fire danger conditions make it necessary to employ fire guards before the average opening date or after the average closing date of the fire season in each locality.

For each locality the regional forester will determine what, under average conditions, would be the safe, reasonable date on which members of the protective forces should be employed and the average date on which the members of this force can be laid off. S and E should be set up for this full normal period of employment. Provisions should also be made from S and E for foreseeable special risks, as, for example, at the Fourth of July and during or at the opening of the hunting season; and such guards should not be classified as emergency guards.

Emergency guards should be drawn so far as possible from permittees, other employees, or residents on and near the forests. As a part of the regular preparation for the fire season arrangements should be made, if possible, with permittees and residents who will act as emergency guards when needed. Careful plans should be made in advance for equipping, instructing, and placing emergency guards.

Use of FF for Clerical Help and Replacements.

FF money may be used to employ clerks to assist in supervisors' offices or regional fiscal agents' offices in order to facilitate payment of fire accounts.

FF money may be used to pay men who must be hired to replace rangers or guards who are transferred from regular duties to fight fires elsewhere.

Use of FF on Equipment After Fires.

FF may be used to collect and prepare for further use tools and equipment which have been employed on fires, provided the regular force is unable to do this work, and provided that FF will not be used during the period of no fire danger, except to complete the return of tools to regular places of storage, and provided further that FF may be used for blacksmith work, saw filing, and similar work after the close of the season if the ranger lacks the skill or equipment to do the needed work in putting into shape tools and equipment damaged on fires.

Use of FF on Trails.

FF may be used to cut trails into fires, but no more work will be done than is strictly necessary in order to get to and from the fire. Trails damaged by fires may be repaired sufficiently to enable crews to pass over them, but FF must not be used for regular trail repair.

Use of FF for Regular Guards.

No member of the regular administrative force will be paid from FF while fighting fire. Guards who are being paid from prevention and presuppression funds at the time of a fire call will not be paid from FF while fighting fire. Guards or laborers who are being paid from improvement, trail, or road funds at the time of a fire call will be paid from FF for the time going to, returning from, and engaged on the fire, unless the total consumed is of such short duration as to render it inexpedient.

When forest officers who are assigned to special projects and paid from special schedules are assigned to fire duty their salaries and expenses while going to and from the fire and while on the fire may be charged to the fire fund.

Use of FF on Trucks.

Adequate precautions should be taken to guard against charging any more of the cost of operation, repair, and maintenance of automobiles, trucks, and boats to FF than can be identified as directly due to fire suppression. FF may be charged with any expenditure for the operation, repair, or maintenance of automobiles, etc., on account of use, breakage or wear on such work, provided the expenditures are made at the time or reasonably soon after use of the equipment on fire suppression jobs. Such equipment when used exclusively on fire suppression work may be operated, maintained, and repaired entirely from FF.

If desired the FF cost of operation, repair, and maintenance of automobiles and trucks used in fire suppression may be based on the mileage cost (excluding depreciation) of the vehicle. For example, if a truck purchased primarily for use in road construction is driven 1,000 miles in connection with fire suppression and the mileage cost is 8 cents, the charge against FF will be \$80. This method will involve a readjustment of charges at the close of the season. If the mileage cost can not be computed accurately until the close of season, the cost of operation, maintenance, and repair may be charged, but after the mileage cost has been computed a readjustment of charges as indicated above may be made. Such readjustments will be effected by charging direct to FF, to the extent of the fire suppression mileage, subsequently certified vouchers covering

operation, repair, or maintenance, rather than by transferring vouchers already paid. In handling the FF cost of operation, repair, and maintenance of automobiles, etc., on this plan the approximate liabilities for the summer season must be determined and included in the usual report of FF expenditures and liabilities before the time for requesting an FF deficiency appropriation from Congress.

Use of FF for Travel.

Travel expense to and from fires may be paid from FF only as outlined below :

1. Interranger district travel by rangers, interforest travel by forest personnel, and international forest region travel by all personnel.
2. Travel of regional office personnel, except the regional forester, assistant regional forester in charge of operation, and the regional fire specialist.
3. All travel expenses of forest guards in connection with actual fire suppression.

The instructions in the preceding paragraphs do not prohibit making payment for an automobile hired by a forest officer if for any reason it is desirable and profitable for him to go to a fire in the hired car. Such expense is normally in excess of ordinary travel and it is entirely proper to charge such special transportation to the FF fund. However, when forest officers other than forest guards go to fires in their own cars they are reimbursed on a mileage basis and this can not be regarded as anything but regular travel and therefore can not be charged to FF.

Travel expense of personnel sent from one forest or one region to another for the purpose of training in suppression methods and technique can not be paid from FF.

Use of FF for Hauling.

Hauling of tools or supplies in forest officers' cars may be paid from FF. See instructions under heading "Hauling and mileage."

Use of FF for Forage, Supplies, and Equipment.

Stocks of forage, supplies, and equipment of all kinds may be replenished by use of FF under the following conditions :

1. To make replacement when forage, equipment, or supplies which have been purchased for purposes other than fire have been drawn upon for fire fighting.
2. To make replacement of tools and equipment which have been lost or damaged while in use in actual fire suppression to an extent which makes repairs impracticable. When such replacements become necessary liabilities incurred or to be incurred must be determined as closely as possible and included in the usual report of FF expenditures and liabilities before the time for requesting an FF deficiency appropriation from Congress. Adequate care must be taken to see that tools and equipment bought under this paragraph do not exceed what has been lost or destroyed in actual fire fighting.

The use of FF is authorized for purchase of necessary and reasonable amounts of forage, supplies, and equipment required for going to fires and when necessary food for caches in isolated localities and for emergency rations for firemen and others to be used while absent from their stations on fire suppression travel and work.

2. Fundamental studies which may or may not lead to results of immediate applicability. This includes studies of moisture content and inflammability of duff in its relation to various climatic factors, relative humidity, rate of evaporation, development of simple methods for measuring them, and forecasting weather conditions as an index to fire danger and the occurrence and characteristics of lightning storms.

3. Collection and correct analysis of data on fire damage, especially including methods of obtaining data, and correct and usable methods of appraising damage. It is of fundamental importance that the nature and extent of damage be thoroughly understood and appreciated if protection policy and practice are to go ahead on a sound basis.

Progress in fire research is dependent in part on the basic data obtained from individual fire reports. Such reports should be carefully filled out and preserved with this use in mind. Under no circumstances should any individual fire report be destroyed.

By far the greater part of losses on account of fire and of expenditures for fire fighting occur in connection with what are usually referred to as "breaks." These occur when physical causes, failures in presuppression or in suppression, permit fires to get out of hand and the effort to control them becomes ineffective because of the size and difficulty of the suppression job. Studies of underlying physical or human causes which lead to "breaks" are urgently needed. This problem is a challenge to every member of the service, and its solution is particularly important if fire control is to be made effective in the extremely bad years which must be expected from time to time. Administrative men are ordinarily in the best position to attack some angle of this problem.

COOPERATION IN ENFORCING STATE FIRE, GAME, AND HEALTH LAWS

REG. P-1. All forest officers will cooperate with State officials, in so far as practicable, to enforce State fire, game, and health laws. They are authorized to accept appointments, without compensation, as deputy State fire wardens, game wardens, and/or health officers whenever in the judgment of the Forester the performance of the duties required by these offices will not interfere with their duties as Federal forest officers.^a

FIRE-CONTROL COOPERATIVE AGREEMENTS

REG. P-2. The Forest Service shall, whenever possible, and is hereby authorized to, enter into such agreements with private owners of timber, with railroads, and with other industrial concerns operating in or near the national forests as will result in mutual benefit in the prevention and suppression of forest fires; provided, that the service required of each party by such agreements shall be in proportion to the benefits conferred.

IMPROVEMENT

Priority of Improvements Needed for Fire Control.

In all cases the classes of improvement work which afford security against fire will be given preference over other classes. Telephone lines needed for fire control must be completed at the earliest possible date. Lookout structures, firemen's cabins, and pastures for the horses of firemen are of next importance.

As urgently needed fire-control improvements are completed, it will be possible to devote a larger proportion of improvement money to buildings and miscellaneous improvements needed at ranger district headquarters.

Allotments to districts will be based on the best information as to relative needs, particularly needs for fire-control improvements.

Improvement Plans and Records.

Improvement plans will consist of maps showing location, classification, and interrelation of improvement projects, together with the Form 428 record. The

^a Amdt. No. 302a effective November 27, 1931.

engineering road map system includes all the maps which are necessary for road plans.

Form 428 is the basic record used for improvement plans, costs of individual projects, history of each project, and improvement inventory. There should be a Form 428 for each improvement project, including minor road and trail projects.

It is obviously desirable to restrict the number of minor roads and trail projects so far as it can be done without lumping on one card roads or trails which do not logically belong together from the standpoint of type and cost of construction, character of use, and cost of maintenance. Individual minor road and trail projects should include all the contiguous mileage of a system which is nearly enough alike in type, use, and cost of maintenance to make the subsequent cost and other records administratively usable. Very small detached pieces of minor roads or trails which are practically identical in their essential characteristics may be combined on one card called "Miscellaneous small projects" if that seems administratively desirable.

A bridge should normally be carried as a part of the road or trail which it serves. Engineering reports carry no separate heading for bridges. When a bridge is necessarily carried as a separate project on Form 428 the annual report should show whether the bridge should be classified under roads or trails in the engineering reports. Form 428 for a minor road project should contain as a part of its designation the project's number or numbers given on forest road map "A."

The Form 428 record divides naturally into the two main divisions: "Proposed projects" and "Projects under construction or completed." In each division the subsidiary classes follow the order given in Form 446, "Improvement" section, annual statistical report. If desired by the district forester, the record will be in duplicate; one set to be kept in the district office and the other on the forest. The forest cards are printed on stock of a different shade to avoid confusion and possible error in filing when the duplicate card system is maintained.

When projects, other than trails and roads, are abandoned or sold, relief must be secured on Form 858 or Form 217.

Proposed Projects.

There should be a card for each project proposed for construction during the period established in the permanent improvement plan. In some districts this is three years, in others five. These cards can, of course, show only preliminary data and estimated cost. For these cards on proposed projects to fill their real purpose as a flexible cumulative improvement plan, they must be used as a "live record," i. e., as the regular place to record facts gathered and decisions reached in the course of current work. When construction actually begins on a given project its card should at once be transferred to the "completed or under construction" section.

Completed or Under Construction.

Entries on these cards for *roads, trails, and bridges* should be posted from accounts records by fiscal years. When practically all accounts are in and all entries posted, and in any event not later than July 15 of each year, the cards for roads, trails, and bridges should be forwarded to the district office by supervisors. Mileage under construction at the end of the fiscal year should be reported in addition to mileage completed during the year.

Entries on Form 428 for *all projects other than roads, trails, and bridges* should be posted from accounts records by calendar years, and all cards forwarded to the district office not later than January 20 of each year. As soon as all new entries are abstracted to the duplicate set in that office the cards should be returned to the forest. This procedure may be reversed if desired, and the full set of cards in the district office forwarded to the respective forest for posting. If the duplicate card system is not used, reports will be secured from forests in accordance with instructions from the district forester.

Maintenance.¹⁴⁴

Maintenance records will be kept by individual projects or by classes of projects as determined by the district forester. Cards maintained by classes of improvements should show the total mileage or number of projects in the physical unit for which the costs are being kept.

Annual Statistical Report.

The Form 428 record may be used as the basis for the preparation of the improvement section of the annual statistical report, Form 446, in the district office. Roads, trails, and bridges will be omitted from Form 446 when the annual statistical report is made to the Forester. Such projects will be reported in connection with the engineering fiscal year report.

Administrative Rights of Way.

Rights of way should be secured from the owners of private lands before constructing telephone lines, roads, or trails.

In all cases where a right of way is purchased the instrument of conveyance should be submitted to the district forester for the approval of the district assistant to the solicitor. The statutory requirements relating to the execution of such instruments vary in the different States. After approval by the district assistant to the solicitor the instrument will be returned to the forest supervisor and should be placed on record in the county wherein the land affected is situated.

Cooperative Telephone Lines.

Cooperation involving joint ownership, construction, or maintenance of telephone lines introduces a division of responsibility which may affect communication and maintenance, as well as future growth and extensions. Such cooperation will not be entered into except in unusual instances, and then only with the specific approval of the district forester.

When Dwellings May be Constructed.

Only where there is an undeniable need for them and when it is impracticable for the officer to rent his own living quarters will houses be constructed at Government expense on either Government or leased land.

Lease of Land or Buildings for Dwelling Purposes.

The lease of dwelling solely for the personal needs of a forest officer is construed as granting additional compensation and will not be done. If for strictly official reasons it is necessary to station an employee at a point where it is impracticable for him to rent his own quarters, a dwelling may be leased by the service or land may be leased and a dwelling constructed at service expense. If the service is able to rent a dwelling, the presumption is that it is possible for the employee to rent the same dwelling. Land should not be leased for construction of a dwelling unless the period of use will be long enough to justify the investment.

Since the department is not permitted to incur obligations for a period beyond the limit of the appropriation act, which is nearly always the fiscal year, land must not be leased for any purpose requiring the construction of buildings which can not be moved either intact or by taking them down and putting them up again elsewhere.

Purchase or Acceptance of Gifts of Land for Erection of Buildings.¹¹¹

The act of March 3, 1925, authorizes the purchase of lands for national forest headquarters or ranger stations, where no suitable Government lands are available for such purpose. A limitation of \$2,500 per year has been placed upon the expenditure of funds for this purpose. Applications for authority to purchase such lands should be submitted to the Forester's office with the allotment estimates.

The same act also authorizes the acceptance of donations of land for any national forest purpose. A deed of gift should be secured in all cases where lands are donated, with a consideration of \$1 specified in order to make the transaction legal.

No building or other improvement will be constructed on either purchased or donated land until the title to such land has been approved by the Solicitor.¹¹¹

Within the boundaries of national forests it may be possible to acquire lands needed for administrative purposes by exchanging land or timber therefor under the provisions of the general exchange act.

Offices, Garages, and Barns.

District rangers will be provided with offices when necessary. Such offices should be apart from their dwellings when practicable.

Office space in dwellings owned or rented by forest rangers will be rented at Government expense where the space is used exclusively for the transaction of official business.

Where the use of horses or a car is regarded by the superior officer as essential to the work to be done, barns or garages may be provided at Government expense. In no case will garages for privately owned automobiles be provided unless it is clearly established that the machine is necessary for and will be used largely on official work. Policies and procedure under this general rule will be determined by the district forester.

Minor Roads and Trails.

See mimeographed circular, "Instructions for Minor Road Work," and handbook, "Trail Construction on the National Forests."

Roads and Trails Overhead.

No minor roads, trails, or improvement money will be used for salary or travel by any members of forest organizations unless such men are taken from administrative work and assigned to roads or trails work. When assistant forest supervisors, assistant foresters, or other staff men spend an aggregate of two months or more on road or trail work during a year they will be considered as taken from administrative work and assigned to roads or trails work for the aggregate of the time so engaged, and a proper proportion of their salary and expenses may be paid from road and trail funds if in the judgment of the district forester such a course is necessary and will not lead to undesirable complications later.

In the proportion that the approximate time given to road and trail work by officers in Group 1 (below) bears to their total work time, road funds may be used for district office salaries. A proper portion of the travel expense incurred by this group may also be paid from the roads allotment, provided that not to exceed 1 per cent of the total highway allotment can be used for salaries or travel, and further provided that expenditures from section 8 money must not exceed the total allotted for salaries and miscellaneous purposes by the forester. A proper portion of the travel expenses of district forester and chief of operation may also be paid from road funds.

Group 1.

- District engineer.
- Assistant district engineer.
- District fiscal agent.
- Auditors.
- Bookkeeper.
- Chief of maintenance.

Employees in Group 2 should be paid in whole from road funds.

Group 2.

Men in the office of operation assigned wholly to minor road and trail work.

Any district office employee when he is actually assigned to definite project work as distinguished from inspection or supervision.

Clerks who give 80 per cent or more of their time to clerical work connected with roads and trails. (If less than 80 per cent of their time is given to such work, they should be carried out of GE or salaries.)

Operation men working as general inspectors should be paid in part from road funds (10 per cent or FD) only if 10 per cent or more of their annual work time is given to roads and trails. If 10 per cent or more of their time is given then road funds may be used under the rule governing in case of Group 1.

Miscellaneous charges for rent of warehouses, telegrams, etc., in proportions deemed equitable by the district forester may be paid from road funds.

Actual payment from road and trail funds should be made only to persons contributing directly to such work. In this connection the thing to bear in mind is that the lines should be kept as clean cut as possible without setting up a detailed system of accounting to keep them straight.

Lookouts.¹¹¹

All improvements intended for shelter of lookout men or to increase the scope of view of lookout men will be constructed at the point from which the most effective view of the surrounding country will be afforded.

As a means of securing continuous detection during the waking hours of a lookout man or lookout fireman it is regarded as important that the sides of lookout houses contain the area of glass specified in the circulars "Specifications and Plans for Ready-cut Lookout House" or "Specifications and Plans for Primary Lookout Houses and Towers (District 5 Pattern)." Under some circumstances, however, the extra cost of such a structure is not justified by the margin of detection secured by its special advantages and the problem of how far to go in providing houses of this type must be worked out by each District Forester. If the construction of a standard lookout house is likely to be delayed for some years for financial reasons, the construction of a simple temporary cabin is permissible as a means of avoiding the packing back and forth of the tent and other equipment needed each season on the point.

When a tower of 30 feet or less is required to give unobstructed vision, one of the standard lookout houses should be erected on top of an appropriate tower unless the cost of such a structure is clearly not warranted by the increase in detection service which will be secured thereby.

When higher observations are required, towers with glass-enclosed observatories should be provided.

Living quarters to be used in connection with towers will be constructed as near the base of the tower as physical conditions will permit, except when the percentage of the territory covered from the cabin can be materially increased by locating it at a reasonable distance from the base of the tower.

Building Limits.

With the exceptions authorized by the act of March 3, 1925 (43 Stat., 1132) no building may be erected, improved, or purchased at a cost of more than \$1,500. The act referred to above authorizes the construction, improvement, or purchase during each fiscal year of three buildings for national forest purposes at costs not exceeding \$2,500 and three at costs not exceeding \$2,000 each. Authorizations for the construction of these higher-priced buildings will be made to the districts on the basis of showings submitted with the annual allotment estimates.

The act referred to above also authorizes the exclusion of the cost of water systems and sanitary facilities from the cost limitations of all buildings except those which cost more than \$2,000, provided, however, that the cost of such water-supply systems and sanitary facilities shall not cost in excess of \$500.

No difficulty is encountered in determining what items are properly chargeable against the \$1,500 limitation for the construction of the building proper. In determining the items which are properly chargeable to the \$500 limitation for water-supply and sanitary systems, the following outline should be used as a guide:

To be charged against limitation:

1. All plumbing fixtures, such as sinks, bathtubs, toilets, hot and cold water tanks, and piping actually installed in the building.^a

2. A rain-water cistern including eave troughs which collect water from the roof of a house for use in the house only or primarily.^a

3. Laterals from main pipe lines, springs, or storage tanks.^a

4. The entire cost of wells or other sources of water supply, storage tanks, reservoirs, windmills, main pipe lines, gas engines, or other power plants, where the building in question is the only project served. Where more than one project is served, the proportion of the cost of the above items that are necessary to supply the building in question with an adequate amount of water. Since the water-supply systems are developed primarily for the purpose of supplying the dwelling with water, the method of apportioning the cost of the system between projects which is shown in the example given below should be followed. If the expenditure of \$300 results in providing enough water for the dwelling, but in order to get enough for both dwelling and stock the well must be sunk deeper at a cost of \$100 more, the \$100 would be chargeable to the stock (barn, corral, pasture, etc.) and not to the dwelling. Similarly, if a storage tank of a size sufficient for the dwelling alone costs \$200 and an additional \$50 is needed to get a tank large enough for both purposes, the additional \$50 would be chargeable to the second purpose. The expenditure for piping to the barn for a trough, for tiling away from the barn, etc., would, of course, be chargeable to the barn (or to the corral if located there).^a

5. Sewage-disposal plants, cesspools, septic tanks, distributing tiles, and connections therewith.^a

In an opinion dated June 10, 1918, the solicitor held as follows:

"Where you utilize the labor of regularly employed forest officers in circumstances such that they have no other official work to perform and would be idle except for such employment, you do not incur any expense in so doing or make any expenditure from your appropriation but, on the contrary, you effect a saving and give the Government a better building than it would otherwise be able to obtain. I think, therefore, you are undoubtedly correct in not taking the value of such labor into account in determining the cost of the building."

Except as indicated by the solicitor all time of yearlong and seasonal employees will be charged against the building limit. Forest officers responsible for the use of contributed time put on buildings and not charged against the building limit should be prepared to certify that the use of such contributed time meets the conditions laid down in the solicitor's opinion and also that the employee would have been retained in a pay status even if not employed on the building. The control of contributed time in accordance with the foregoing is as important as is compliance with the fiscal regulations, and is a specific and important responsibility of forest supervisors.

^aAmdt. No. 61, effective Jan. 1, 1928. (65-A)

The words, "would be idle except for such employment," used by the solicitor, mean that the man would be idle so far as the essential work for which he is employed is concerned. A lookout is idle in this sense during the short interval between his examinations of his country for smoke and in these intervals can be employed on a building without including his time in the cost of the structure so far as the building limit is concerned. A fire guard is idle in this sense when because of a rain there is temporarily no fire danger but a recurrence of fire danger is reasonably to be expected and the guard must be retained but can not be employed at administrative work. A district ranger is idle in this sense when during the winter he is unable to do administrative work because of seasonal conditions, and if not employed on a building would fill in his time with care of equipment, study of manuals, or other work which can either be omitted without disadvantage to his field season work or which can be completed during the winter period in addition to such contributed time as he may put on a building.

Purchase, Completion, and Moving of Improvements Already Constructed.

Buildings already constructed may be purchased provided the cost does not exceed \$1,500 and buildings constructed under lower limits may be completed or added to up to a limit of \$1,500.

When a building is wrecked and reconstructed on another location, the cost of wrecking, moving, and reconstruction need not be counted against the building limitation. The material or labor used to replace parts of the building destroyed in wrecking must, however, be counted against the building limit. Labor or material used to make the building better in any way than it originally was must be counted against the building limit.

When a building is wrecked and part all of the material used in construction of another building, the salvage value of the material so used and the cost of transportation must be charged against the new building.

When a Government-owned building is moved without wrecking, the cost of moving does not need to be counted against the building limit.

The Forest Service Blaze.

The Forest Service blaze is used to mark permanent trails constructed or taken over for maintenance by the Forest Service. It should never be used for marking any temporary trail or location and should not be used on permanent trails except when, because of the open character of the timber, the absence of excavation, or the lack of any other means of identification, the traveler will be left in doubt as the route to be followed. Permanent trails which may be difficult to follow under snow may be blazed as an aid in holding to the trail when so obscured. For further instructions see the handbook, "Trail Construction on the National Forests," pages 46 to 49.

Signs.

For instructions see the mimeograph circular, "Instructions for Minor Road Work," and the handbook, "Trail Construction on the National Forests."

ACCESSIBILITY OF PUBLIC RECORDS

REG. A-8. In general, the papers on file in the offices of the Forest Service relating to the transaction of national forest business are public records, and as such are open to the public. Information should not be refused to persons whose interest is legitimate. Recommendations on matters pending should not be made public. Equal opportunities for information must be given to all persons having an interest in any transaction. In conformity with the practice, and at the request of the Department of the Interior, all reports on public-land claims will be treated as confidential, and may be examined only by duly authorized officers and employees of the Government. Reports on June 11 applications and personnel reports are confidential, and may be examined only by duly authorized officers of the Government. Under no circumstances will inquirers be permitted to take papers from the files outside of the building.

As a part of the Government, the Forest Service must do business in the open. Knowledge in regard to its business transactions, especially its purchases and its sales of timber, can not be refused to citizens as in business transactions between two private firms. In timber sales, negotiations with applicants may be regarded as confidential, since they will be followed by public advertisement and the issuance of a sample contract giving equality of opportunity to all persons concerned. Executed contracts may be inspected in supervisors' or district offices by those who desire to do so, although it should be explained to persons making such requests that the Forest Service prefers to have such inspections made only after the consent of the purchaser has been obtained, or, better still, to have the information secured from the purchaser. Information in regard to the amount of deposits to the credit of a purchaser will not ordinarily be furnished, however, since the giving of such information may be prejudicial to the Government's interests. The same general policy should be followed with regard to timber cut in connection with exchanges. Data on the financial standing and reputation of a purchaser will always be kept confidential.

Severe legal penalties are imposed for unauthorized use or removal of official records.

ASSOCIATIONS OF NATIONAL FOREST PERMITTEES

REG. A—9. Permittees who use a national forest or portion thereof for like purposes and desire to cooperate with the Forest Service in the systematic betterment of conditions and facilities controlling their use of the national forest lands may do so by organizing themselves into associations, in which all permittees of like character within the area are eligible to membership, and requesting official recognition by the Forest Service. The request should be addressed to the forest supervisor, who will act on all livestock association requests and refer all others to the district forester. To secure such recognition the association must show that its membership includes a majority of all persons holding permits for like purposes within the area involved, and that an advisory committee has been appointed whose agreements on behalf of the association shall be binding upon all members thereof. If the association is recognized by the forest supervisor or district forester its advisory committee shall be entitled to receive notice of proposed action and have an opportunity to be heard by the local forest officer in reference to any proposed changes likely to materially affect the use or interest in the forest or portion thereof enjoyed by members of the association.

Upon request from and with the approval of an officially recognized advisory committee the district forester may establish special rules to prevent damage to the forest lands and to regulate their use and occupancy and promote their development and improvement for the purposes and in the ways for which permits are issued to members of the association, and the rules thus established shall be binding upon and observed by all permittees using the described forest lands for like purposes.

Upon request from and with the approval of a majority of the members of the association, the district forester may authorize the operation, by the association, of services or utilities of general character and benefit which promote the better use and enjoyment of the forest lands by the permittees, and the collection from each permittee thus benefited of fees or charges which shall represent said permittee's fair share in the cost of such work including the expenses incident to its management and supervision, and failure of any permittee to pay such fees or charges shall be a breach of the terms of his permit.

APPEALS

REG. A—10. An appeal may be taken from any administrative action or decision by filing with the officer who rendered the decision a written request for reconsideration thereof or notice of appeal. Decisions of forest officers shall be final unless appeal is taken therefrom within a reasonable time. The decision appealed from shall be reviewed by the immediate superior of the officer by whom the decision was rendered; that is, in the following order: Supervisor, district forester, Forester, Secretary of Agriculture.

Unless the written notice of appeals contains an acceptable reason for allowing a longer time for the preparation of the case, the appellant shall file immediately a statement or brief setting forth in detail the respects in which the action or decision from which appeal is taken is contrary to or in conflict with the law, the regulations of the Secretary, or the determined facts. Upon receipt of such statement or brief the officer from whose action or decision the appeal is made shall prepare a statement or brief reviewing the case and presenting the facts and considerations upon which his action or decision is based. The two statements or briefs, together with all papers comprising the record in the case, shall then be transmitted to the officer to whom the appeal is made, who will thereupon review the case and advise both the appellant and the subordinate officer of his decision.

In no case will an attorney be recognized in personnel matters.

INSTRUCTIONS AND PROCEDURE

Request for Consideration.

Any person adversely affected by the administrative action or decision of a forest supervisor may secure reconsideration of such action or decision by filing with the supervisor, within 10 days of receipt of notification thereof, a formal request for such reconsideration supplemented by material new evidence bearing upon the case. In such event the supervisor will examine the record carefully and if evidence upon material points is lacking will notify the appellant of the deficiency, advising him that he will be given 10 days' additional time in which to submit the missing evidence. The supervisor may extend the limit for submission of missing evidence if the conditions warrant.

Within 10 days from the date of the filing of the completed record the supervisor will prepare a formal decision, discussing each point of the appellant's statement, and stating clearly the regulations and reasons upon which his decision is based. This will be forwarded by registered mail to the appellant.

Appeals to the District Forester.

If a request for reconsideration of an action or decision is rejected by the supervisor, or if the supervisor's final decision is adverse, the appellant may appeal to the district forester by filing written notice with the forest supervisor within 10 days from the receipt of the registered notification.

In an appeal before the district forester the appellant and the forest supervisor may each file an argument or brief reviewing the previous decisions and the evidence in the case. New evidence will not be admitted unless the appellant's request for the consideration of new evidence had been rejected by the supervisor, in which event the new evidence may be submitted to the district forester, and, if material, will be considered by him.

When an appeal is taken to the district forester the supervisor will forward the complete record in the case to him for his consideration. When this is received the district forester will review it and prepare a decision, which will then be sent by registered mail to the appellant, and a copy transmitted to the supervisor.

The supervisor's decision will not be reversed unless it is shown to be unwarranted by the facts, the regulations, instructions, or the law. When there is a variation in the statements of the supervisor and the appellant, but the preponderance of the evidence shows the supervisor to be justified in his action, he will be sustained.

Within 10 days from the receipt of the district forester's decision, an appeal to the Forester may be filed with the district forester.

Appeals to the Forester.

Where a case is appealed to the Forester the appellant may file one additional statement, reviewing the previous decisions and presenting the argument. The district forester will also file a statement. These two briefs, together with all papers in the case, will be presented to the Forester, and upon them his decision will be rendered.

Appeals to Secretary of Agriculture.

Appeals may also be taken to the Secretary of Agriculture from adverse decisions of the Forester. Any party availing himself of this privilege must, within 30 days from the time he receives notice of the Forester's decision, file with the Forester his petition for review by the Secretary of Agriculture. Upon receipt of the petition the Forester will submit all the papers to the Secretary.

Field Investigation.

A field investigation of an appeal case may be ordered by the district forester, the Forester, or the Secretary of Agriculture. The field examiner will submit a report, which will be considered at the time the decision is rendered.

Examination of Records.

Copies of answers or reports will be furnished the appellant in the discretion of the deciding officer. The appellant or his authorized agent may inspect the record of the case in the office of the supervisor, district forester, Forester, or Secretary of Agriculture, but will not be allowed to remove any papers. Statements of witnesses which have been submitted can not be regarded as confidential if they are considered as testimony. The appellant should be given full knowledge of the material facts contained in such statements and of the identity of the witnesses. Statements submitted in confidence and which must be treated as confidential can not be used as the basis for a decision.

COMPLAINTS

Letters of complaint, criticism, or inquiry do not necessarily constitute appeals, nor are they necessarily subject to the appeals procedure. An appeal can only be taken by a party directly affected by the administrative action or decision in question. However, it is distinctly to the interest of the Forest Service to promptly correct any condition which justifies public complaint or dissatisfaction, consequently all complaints should be courteously acknowledged and carefully considered. If, however, a complaint is deficient in clear-cut specific citations of fact or is libelous or scurrilous in character the complainant should be advised that it will be necessary to furnish detailed evidence, preferably in affidavit form, before action is taken on his representations.

The details of the complaint, when received, will be checked against the recorded instructions and records, and if it is found that the action complained of is in accord with prevailing instructions the matter will be closed by a letter advising the complainant to that effect. If the action complained of apparently is not in accord with the established instructions, such investigation will be made as may be necessary to determine the true facts and the administrative action which they justify. No action by a forest officer will be reversed or condemned without a full determination of all the facts, except where it is clearly in conflict with instructions and prompt action is necessary to prevent hardship to a forest user.

Complaints involving the personal or official conduct of forest officers which can not be checked against records or instructions should be investigated at the earliest opportunity, even though made by persons not wholly responsible. In some cases they constitute a grave injustice to an honest and capable officer who is entitled to the vindication that will result from a searching and impartial investigation; in others, a grave menace to the good reputation of the service. In either event it is better to clear them up by a thoroughgoing investigation than to encourage their persistence through an effort to disregard them.

An investigation of a complaint is best accomplished by individual effort on the part of the investigator in interviewing persons having a knowledge of the facts, in reviewing records, and in personally visiting and examining the areas which are in controversy or about which specific assertions have been made. Public hearings of personal grievances or complaints should be avoided, as they rarely result in the complete disclosure of all the facts and often resolve themselves into quasi-judicial proceedings without the safeguards and procedure essential to the equitable workings of a judicial organization, thus frequently defeating rather than promoting the purpose of the investigation. Upon the other hand, free and open discussion in public meetings of forest questions, problems, and decisions involving matters of real public interest, such as road matters and the like, are usually helpful and should be encouraged.

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TRESPASS

TRESPASS

Why Trespass is Investigated and Settled.

Trespass on the national forests is investigated and settled as a deterrent and protective measure as well as to secure compensation for the loss suffered by the United States. By bringing the trespasser to account, either by requiring compensation for the damage done or by the imposition of a penalty, or both, an example is given of what may be expected if, through inadvertence, lack of ordinary care, gross negligence, or willful purpose, any person encroaches upon, interferes with, damages, or destroys property of the United States, or violates any of the laws or regulations designed to protect such property. Diligence in the apprehension of trespassers by forest officers is the surest way to reduce trespass to a minimum. Therefore no case should be dropped because of lack of evidence until every means of fixing responsibility has been exhausted.

Statutory Authority for Trespass Regulations.

The act of June 4, 1897 (30 Stat. 35), authorizes the Secretary of Agriculture to make rules and regulations for the occupancy, use, and protection of the national forests and provides that any violation of such rules and regulations shall be punishable by a fine of not more than \$500, or imprisonment for not more than 12 months, or both. The Secretary, in the exercise of this authority, has promulgated regulations designed to protect the national forests from trespass. In addition to the above law there are several statutes relating specifically to the protection of the national forests. These are referred to under the class of trespass to which they relate. Offenders may, if desirable, be prosecuted under State laws.

Amicable Settlements of Civil Trespass Cases are Favored.

It is desirable to avoid litigation and to settle civil trespass cases amicably on a basis consistent with justice and good administration. The peaceable, voluntary settlement of a trespass is better than a lawsuit. Each forest officer dealing with a trespass case should therefore feel free to negotiate, either in writing or in personal conference, a voluntary proposition of settlement and to recommend its acceptance if the offer constitutes fair restitution to the Government.

FIRE TRESPASS

REG. T-1. The following acts are prohibited on lands of the United States within national forests:

(A) Setting on fire or causing to be set on fire any timber, brush, or grass, except as authorized by a forest officer.

(B) Building a camp fire in leaves, rotten wood, or other places where it is likely to spread, or against large or hollow logs or stumps, where it is difficult to extinguish it completely.

(C) Building a camp fire in a dangerous place, or during windy weather, without confining it to holes or cleared spaces from which all vegetable matter has been removed.

(D) Leaving a camp fire without completely extinguishing it.

(E) Building a camp fire on those portions of any national forest which have, with the approval of the district forester, been designated by the respective supervisors thereof without first obtaining a permit from a forest officer.

(F) Using steam engines or steam locomotives in operations on national forest lands under any timber-sale contract or under any permit, unless they are equipped with such spark arresters as shall be approved by the forest supervisor, or unless oil is used exclusively for fuel.

(G) Disturbing, molesting, interfering with by intimidation, threats, assault, or otherwise, any person engaged in the protection and preservation of a national forest.

January, 1928.

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(H) Smoking during periods of fire danger publicly announced by the district forester upon such areas as may be designated by him, which may include roads and trails and improved camping grounds but shall not include improved places of habitation.

(I) Going or being upon those portions of the national forest which may be designated by the district forester as areas of fire hazard, except with permit issued by the local forest officer, but no permit shall be required of any actual settler going to or from his home.

(K) Using an automobile not provided with exhaust and muffler equipment in efficient condition on any road over lands of the United States within national forests, or on any road acquired or maintained by the Secretary of Agriculture for the protection and administration of the national forests, which shall have been posted by the Secretary of Agriculture as closed to such automobiles.

(L) Carrying a firearm, except by authorized Federal or State officers, upon any portion of any national forest designated by the district forester in time of fire or other public emergency.

(M) The throwing or placing of a burning cigarette, cigar, match, pipe heel, firecracker, or any ignited substance, or the discharge of any kind of fireworks, in any place where it may start a fire.

(N) Going or being upon those portions of the national forests which may be designated by the district forester as areas of fire hazard, unless registered previously to entering upon such areas, at points designated by the local forest officer, but such registration shall not be required of any actual settler going to or from his home.^a

(O) Going or being upon any portion of a national forest designated by the district forester as an area of fire hazard without being equipped with fire-fighting tools, such as axes, shovels, and similar implements of the kind and number prescribed by the district forester, when means of conveyance, such as an automobile or pack outfit, are available for carrying such tools. In the case of a camping party the person in charge will be held responsible for any violation hereof.^b

Rewards.

REG. T-2. Hereafter, provided Congress shall make the necessary appropriation or authorize the payment thereof, the Department of Agriculture will pay the following rewards:

First. Not exceeding \$500 and not less than \$100 for information leading to the arrest and conviction of any person on the charge of willfully and maliciously setting on fire, or causing to be set on fire, any timber, underbrush, or grass upon the lands of the United States within a national forest.

Second. Not exceeding \$300 and not less than \$25 for information leading to the arrest and conviction of any person on the charge of building a fire on lands of the United States within a national forest, in or near any forest timber or other inflammable material, and leaving said fire before the same has been totally extinguished.

Third. All officers and employees of the Department of Agriculture are barred from receiving reward for information leading to the arrest and conviction of any person or persons committing either of the above offenses.

Fourth. The Department of Agriculture reserves the right to refuse payment of any claim for reward when, in its opinion, there has been collusion or improper methods have been used to secure the arrest and conviction thereunder, and to allow only one reward where several persons have been convicted of the same offense or where one person has been convicted of several offenses, unless the circumstances entitle the claimant to a reward on each such conviction.

These rewards will be paid to the person or persons giving the information leading to such arrests and convictions upon presentation to the Department of Agriculture of satisfactory documentary evidence thereof, subject to the necessary appropriation, as aforesaid, or otherwise, as may be provided by law.

Applications for reward, made in pursuance of this notice, should be forwarded to the Forester, Washington, D. C.; but a claim will not be entertained unless presented within three months from the date of conviction of an offender.

^a Amdt. No. 9, effective Aug. 27, 1926.

^b Amdt. No. 62, effective May 25, 1927.

In order that all claimants for reward may have an opportunity to present their claims within the prescribed limit the department will not take action for three months from date of conviction of an offender.

Fire Trespass Policy.

The principal means of impressing the public with its duty to exercise care with fire is promptly to start criminal proceedings against every trespasser who it is reasonable to expect will be convicted upon the evidence available. Therefore, when a fire trespass occurs, and there appears to be sufficient evidence to secure a conviction, criminal proceedings should immediately be initiated for all violations of sections 52 or 53 of the Criminal Code (act of March 4, 1909), or of Regulation T-1, or of the criminal code of the State in which the trespass occurs.^a If in any case the damage to the United States, including Forest Service expenditures in extinguishing the fire, amounts to more than \$50, criminal prosecution will be followed by suit to collect such damage unless voluntary settlement is offered on a satisfactory basis or the district forester is clearly convinced (1) that the trespasser can not within a reasonable time satisfy a judgment for the amount claimed, or (2) that a favorable verdict for the Government can not be expected.^a The district forester shall always give consideration to any voluntary offer the trespasser may make for the settlement of civil damages, and, if the offer is in a sum less than the amount determined to be due the United States, will refer the case to the Forester in the event he recommends its acceptance.

Law enforcement in the sense of swift prosecution must be the chief means of overcoming criminal negligence as well as dealing with incendiarism. But, wholly aside from the obligation of the Forest Service to the Government, it is essential that criminal prosecutions be backed up by civil trespass proceedings wherever liability can be established. The Forest Service must concentrate its efforts upon diminution of fire losses and of fire hazards. The difficulty of decreasing man-caused fires is such that the Forest Service must go in just as strongly as its resources permit for a better protection force, criminal law enforcement, and much wider public education on care with fire, and it must maintain a united and consistent effort to drive home the civil responsibility for fire damage.

Setting Fire on Public Lands.

Section 52 of the Criminal Code (act of March 4, 1909) provides a fine of not more than \$5,000, or not more than two years' imprisonment, or both fine and imprisonment, for willfully setting on fire or causing to be set on fire any timber, underbrush, or grass upon the public domain or for leaving or suffering a fire to burn unattended near any timber or other inflammable material. (The term "public domain" as used in this act means any land owned by the United States.)

Failing to Extinguish Fires on Public Lands.

Section 53 of the same act provides a fine of not more than \$1,000, or not more than one year's imprisonment, or both fine and imprisonment, for failure to totally extinguish a fire built in or near any forest, timber, or other inflammable material upon the public domain before leaving it.

State Fire Laws.

It may often happen that the act of trespass violates both the State fire law and the Federal law and regulation, thus making it possible to prosecute the trespasser in either a State or Federal court. As a rule expediency will determine in what court the trespasser should be prosecuted, it perhaps being necessary to vary the policy and procedure in the several States, owing to differences in their fire laws. The extent to which trespassers may be prosecuted in State courts will primarily depend upon the adequacy of the penalty provided under the State laws for the offense involved, whether or not there is reason to believe that effective cooperation may be expected from the State officials concerned, and upon other similar factors. Since it is not practicable adequately to cover in the manual these various factors for each State in which national forest land is situated, the district foresters will definitely indicate, for the guidance of field officers, in either the district law enforcement circular or a special letter of instructions, the procedure to be followed and the class of cases that may be prosecuted in State courts.

^a Amdt. No. 9, effective Aug. 27, 1926. (5-T)

Action—Arrest.

When a fire occurs, the most important consideration is to put it out. However, when there is evidence that a trespass has been committed the forest officer discovering the fire must take every reasonable precaution to protect such evidence as may be on the ground and as soon as possible make a thorough investigation with a view to the apprehension and prosecution of the trespasser. He should not content himself with conjectures, but must secure affidavits from witnesses as soon as it appears probable that a trespass has occurred. If there is reason to suppose the offender will escape the forest officer should arrest or secure a warrant for his arrest in accordance with the instructions given under "Criminal cases."

Determination of Civil Damages.^a

The United States Government stands on essentially the same footing as a private citizen in its legal rights to recover losses through injury to its property or enforced expenditure of its funds for which private parties are responsible under the law. No part of the damages legally due the United States may be waived by a forest officer on any ground. The amount claimed by the Government should include the salaries of forest officers engaged on the fire except in Federal and State jurisdictions where court decisions excluding them have been rendered.^b

Any employer is civilly liable for the trespass of his employees if negligently committed by them in the course of their employment. The fact that the employer may have instructed his employees to exercise care with fire and employed only those he believed to be trustworthy can not in any way lessen his liability. Like wise civil damages can not be mitigated on the ground that the person liable never before committed a trespass on the national forests. In brief, if a person is liable to the United States for a certain ascertained loss, he is liable for all of it. On the other hand, if he is not legally liable for the loss occasioned by his acts, no amount whatever can properly be charged against him. When liability is clearly established civil action in the courts will be recommended unless the trespasser within a reasonable time voluntarily settles. Civil action in itself does not bar criminal prosecution for the trespass.

The matter of negligence must, of course, be established in conformity with legal precedents before the responsible officer decides that a trespass has been committed. We can not, however, go into the degree of negligence. Under the common law, negligence must be established or the allegation of a trespass will not be sustained; but the fact that a fire started by a certain individual escaped is by some State laws made *prima facie* evidence of negligence. This casts the burden on the defendant of showing that he exercised due care in order to escape being charged with liability. The person who built the fire may have used no care at all or he may have employed a considerable degree of care. If the former, he is, of course, liable; if he can show the latter, he avoids the *prima facie* presumption of negligence cast on him by law. The service would be absolutely at sea and would fail to carry out a consistent policy if it undertook to draw a line at some degree of negligence. We can not go beyond the law. Trespass cases should not be instituted where the evidence is insufficient to establish negligence as that term is used by the courts. But where the evidence does appear to establish negligence in the legal sense, the only course is to initiate trespass proceedings.

The responsibility of employers for acts of their employees under differing conditions and circumstances must be viewed in the light of court definitions. As a broad rule the act must be committed in the "course of employment," as distinct from acts of the employee committed upon his own responsibility and outside the scope of his employment. Here again the test must be whether the evidence and circumstances of the case bring it within the governing legal precedents as to the responsibility of the employer. The point should not be stretched. A trespass case should not be initiated against an employer if there is real doubt that the employee was legally the employer's agent at the time. If a case comes within the governing legal principles as to employer and employee, establishing the responsibility of the employer, trespass should be initiated.

^a Amdt. No. 9, effective Aug. 27, 1926. (6-T) ^b Amdt. No. 62, effective Oct. 1, 1927.

It will be the policy of the Forest Service to bring trespass action in all cases against permittees who are liable for damage occasioned by forest fires, whether such fires occur through the action of their employees or otherwise. This rule can not be departed from on the ground of a good record in past performance or of the slight degree of negligence in the case at hand. Whenever there is doubt as to whether the facts afford a basis for legal action, the supervisor or district forester should refer the case to the assistant to the solicitor, to determine whether there is sufficient ground to establish legal liability. ^a Unless voluntary settlement is made, it must be the rule to refer the matter to the courts, where the actual responsibility of the defendant will be established and the appropriate measure of damages determined. Cases should not be brought into court or a voluntary settlement requested in the first instance, if the evidence is insufficient or if there is serious doubt as to the legal liability of the person against whom the trespass would be brought.

This policy does not apply to fires which escape from brush burning on timber sale areas where the purchaser has met the contract requirements and is specifically released from liability by the contract. Such fires, in fact, do not constitute trespass.

Civil trespassers should be freely and frankly advised when voluntary settlement is requested, of their right to a judicial decision without prejudice to their national forest rights and standing as forest users. ^a Whenever the trespasser makes a written offer to settle for less than the ascertained damage the case will be handled in accordance with the instructions under the heading "Compromise of civil trespasses."

Accidental Fire Trespass.

In cases where a fire accidentally started on privately owned lands spreads over national forest lands after all reasonable precautions or preventive measures have been taken; or where a fire accidentally is started upon or spreads over national forest lands, the United States can not ordinarily recover any damages whatsoever.

However, this is not universally true, since in some States, by statute, individuals and companies, particularly railroad companies, are made liable in any event for the damage done. Unless the district law enforcement circular definitely indicates whether or not the person responsible for an accidental fire is liable under the laws of the State for the resulting damage, all such cases involving damages should be fully reported as outlined on Form 874-20 in order that the assistant to the solicitor may determine the extent of the liability, if any. Whenever damages are recoverable in cases of this character because of a State law they will be handled in the same way as other civil cases.

Report.

The report will be prepared as soon as possible after an investigation of the cause of the fire is made and the required evidence and data collected. When civil damages are involved a complete report will be prepared, with a view to court action, in accordance with Form 874-20, even though it seems probable that the trespasser may make a voluntary settlement. Fire trespass involves rather difficult considerations of damage to young growth, soil productivity, forage, etc. The detail of forest officers for the determination of these damages should be made with this in mind. The value of material damaged or destroyed, particularly of young growth, should be determined in accordance with the "Standard instruction for the determination of fire damage," issued by the Forester. Instructions as to salvage of timber are also given in that circular. The complete report is submitted to the supervisor. Additional information as to the preparation of reports is given under "Procedure and preparation of reports."

In criminal fire trespass a complete report in accordance with Form 874-20 will be forwarded to the district forester only in the following classes of cases:

(1) When information and advice or the assistance of the district assistant to the solicitor is required by the supervisor, and such report is necessary to a satisfactory understanding of the case.

(2) When it is desirable to secure action through the Attorney General.

(3) When civil action is also required, except cases within the supervisor's authority that are voluntarily settled at once by the trespasser.

In other criminal cases the district forester will be furnished a memorandum report of the material facts, the amount of damage, if any, caused by the fire, and the action taken.

Procedure.

After receipt of the report from the supervisor the district forester will act in accordance with the procedure outlined under "Settlement of trespass cases." If a fire burns over portions of two or more national forests, action will be taken by the district forester after the reports and recommendations from all the supervisors concerned are received. In the district office fire-trespass cases will be handled by the office of operation with any necessary advice from the offices of forest management and grazing, respectively, as to the valuation of timber, young growth, or forage damaged or destroyed. In Washington they will be handled by the branch of operation with any necessary advice and information from the branches of forest management and grazing.

Camp Fire Permits.

All or any portion of a national forest may be designated as an area on which the building of camp fires is not allowed without first obtaining a permit from a forest officer. Areas will be so designated by the forest supervisor only after approval by the district forester. Due notice must be given the public as to the requirement of a permit and where it may be obtained.

PROPERTY TRESPASS

REG. T-3. The following acts are prohibited on lands of the United States within a national forest:

(A) The willful tearing down or defacing of any notice of the Forest Service.

(B) The going or being upon such lands with intent to destroy, molest, disturb, or injure property used, or acquired for use, by the United States in the administration of the national forests.

(C) Destroying, molesting, disturbing, or injuring property used, or acquired for use, by the United States in the administration of the national forests.

(D) Mutilating, defacing, or destroying objects of natural beauty or of scenic value on such lands.

(E) Damaging and leaving in a damaged condition roads or trails which are under the jurisdiction of the Forest Service.

(F) Entering, occupying, or using, without permission from a forest officer, any building of the United States used by the Forest Service in connection with the administration of a national forest, except in case of emergency to prevent suffering.

(G) Leaving any building of the United States used by the Forest Service in connection with the administration of a national forest without placing the same in a condition as sanitary as when entered.

(H) Driving a prohibited vehicle over or upon any road which is not a part of a State or county highway system but located upon national forest lands and maintained from Federal or private cooperative funds during any period when such road has been closed to any or all forms of vehicular traffic by public notices posted by or under the authority of the Forester with the consent of private cooperators and cooperating public authorities, for the purpose of protecting public property against damage which might result if such roads were used (1) during or following periods of heavy precipitation, (2) when construction or maintenance work is being prosecuted or until the road is opened to travel following such work, or (3) during periods of fire danger in areas of high fire risk; but nothing herein contained shall deprive actual residents within the national forests of reasonable opportunity to travel to and from their homes.^a

^a Amdt. No. 46, effective February, 1927. (7-T)

Rewards.

REG. T-4. Hereafter, unless otherwise ordered, provided Congress shall make the necessary appropriation, or authorize the payment thereof, the Department of Agriculture will pay not exceeding \$100 and not less than \$25 for information leading to the arrest and conviction of any person charged with destroying or stealing any property of the United States within the custody of the Forester, Forest Service, United States Department of Agriculture.

This reward will be paid to the person or persons giving the information leading to such arrest and conviction upon presentation to the Department of Agriculture of satisfactory evidence thereof, subject to the necessary appropriation as aforesaid, or otherwise as may be provided.

Officers and employees in the Department of Agriculture are barred from receiving such rewards.

The Department of Agriculture reserves the right to refuse payment of any claim for reward when, in its opinion, there has been collusion or improper methods used to secure arrest and conviction, and to allow only one reward where several persons have been convicted of the same offense or where one person has been convicted of several offenses, unless the circumstances have entitled the person to a reward on each conviction.

Applications for reward, made in pursuance of the above notice, should be forwarded to the Forester, Washington, D. C., but no claim will be considered unless presented within three months from the date of conviction of an offender. In order that all claimants for rewards may have opportunity to present their claims within the prescribed limit, the department will not take action with respect to rewards for three months from the date of the conviction of an offender.

Statutory Penalties for Property Trespass.

Section 46 of the Criminal Code (act of March 4, 1909), provides that whoever robs any person of personal property belonging to the United States, or feloniously takes and carries away the same, shall be fined not more than \$5,000, or imprisoned for not more than 10 years, or both fined and imprisoned.

Section 47 of the same act provides that whoever embezzles, steals, or purloins any money, property, record, voucher, or other valuable thing whatever of the United States shall be fined not more than \$5,000, or imprisoned more than five years, or both.

The same act also provides in section 48 that whoever receives, conceals, or aids in concealing, or has or retains in his possession with intent to convert to his own use or gain any of the kinds of property of the United States mentioned in the preceding paragraph, which to his knowledge has theretofore been embezzled, stolen, or purloined by any other person shall be fined not more than \$5,000, or imprisoned not more than five years, or both; and such person may be tried either before or after the conviction of the principal offender.

Damage to or Destruction of Telephone Lines.

Section 60 of the act of March 4, 1909, makes the following provision relative to the injury or destruction of Government telephone lines:

"Whoever shall willfully or maliciously injure or destroy any of the works, property, or material of any telegraph, telephone, or cable line or system, operated or controlled by the United States, whether constructed or in process of construction, or shall willfully or maliciously interfere in any way with the working or use of any such line or system, or shall willfully or maliciously obstruct, hinder, or delay the transmission of any communication over any such line or system, shall be fined not more than \$1,000 or imprisoned not more than three years, or both."

Action-Recovery of Forest Service Property.

Forest officers, as agents of the Government, may, without further instructions, seize Forest Service property wrongfully taken wherever it may be found, but should be extremely careful that the identification of the property is complete. Seizure may be made only when it can be done peaceably and when necessary to prevent Government property from being sold, damaged, destroyed, or removed beyond recovery.

Investigation.

Trespass against property of the United States will usually result in legal proceedings, either civil or criminal. Therefore, the forest officer who investigates a trespass of this character should submit with his report, preferably in the form of affidavits, a statement of the facts to which each witness can testify.

Report.

Forest officers will prepare a full report in accordance with the outline given on Form 874-20 and forward it to the supervisor. The report will state specifically the kind and value of the property stolen, damaged, or destroyed; the circumstances of the trespass; and the action, if any, taken for the recovery or protection of the property of the Government wrongfully taken or destroyed.

Procedure.

If the supervisor is not authorized to settle the case and he is convinced that he has collected sufficient evidence to warrant further action he will transmit the report with his comments and recommendations to the district forester. The detailed procedure for handling the report after it reaches the supervisor will be found under "Settlement of trespass cases." In the district forester's or Forester's office property trespass will be handled by the office or branch of operation.

First-Offense Property Trespass.

First-offense property trespass cases may, if the facts warrant, be settled by the return of the property involved. So far as applicable the instructions under "First-offense timber trespass" will govern the settlement of this class of cases.

TIMBER TRESPASS

REG. T-5. The following acts are prohibited on lands of the United States within national forests:¹⁴⁵

(A) The cutting, killing, destroying, girdling, chipping, chopping, boxing, injuring, or otherwise damaging, or the removal of any timber or other forest product, except as authorized by law or regulation of the Secretary of Agriculture.

(B) The damaging or cutting, under any contract of sale or permit, of any living tree before it is marked or otherwise designated for cutting by a forest officer.

(C) The removal from the place designated for scaling, measuring, or counting of any timber or other forest product cut under contract of sale or permit until scaled, measured, or counted, and stamped by a forest officer.

(D) The stamping, except by a forest officer, of any timber belonging to the United States, either with the regulation marking tools or with any instrument having a similar design: Provided, That timber lawfully cut from public land which is subsequently included within a national forest may be removed within a reasonable time after the inclusion of such land in a forest.

Timber Depredations on Public Lands.

By section 49 of the criminal code (act of March 4, 1909), the cutting of, or causing or procuring to be cut, or the wanton destruction of, or causing to be wantonly destroyed, any timber growing on the public lands of the United States, or the removal, or causing the removal, of any timber from such lands is a criminal offense punishable by a fine of not more than \$1,000 or imprisonment for not more than one year, or by both fine and imprisonment. It is further provided, however, that:

"Nothing in this section shall prevent any miner or agriculturist from clearing his land in the ordinary working of his mining claim, or in the preparation of his farm for tillage, or from taking timber necessary to support his improvements, or the taking of timber for the use of the United States. And nothing in this section shall interfere with or take away any right or privilege under any existing law of the United States to cut or remove timber from any public lands."

Timber Depredations on National Forest Lands.

Section 50 of the criminal code (act of March 4, 1909), as amended by section 6 of the act of June 25, 1910 (36 Stat. 857), makes it a criminal offense punishable by a fine of not more than \$500 or imprisonment for not more than one year, or by both fine and imprisonment, to unlawfully cut, or aid in unlawful cutting, or to wantonly injure or destroy, or procure to be wantonly injured or destroyed, any tree growing, standing, or being upon any land of the United States which has been reserved or purchased for any public use.

Boxing, etc., Timber for Turpentine, etc.

By section 51 of the criminal code (act of March 4, 1909), the cutting, chipping, chopping, or boxing of any tree upon national forest and other Government land, or upon any land covered by or embraced in any unperfected settlement, application, filing, entry, selection, or location made under any law of the United States for the purpose of obtaining from such tree any pitch, turpentine, or other substance, or knowingly encouraging, causing, procuring, or aiding in such cutting, chipping, chopping, or boxing, or buying, trading for, or in any manner acquiring the product so obtained with knowledge that it was unlawfully obtained is a criminal offense punishable by a fine of not more than \$500, or imprisonment for not more than one year, or by both fine and imprisonment.

Action to Stop Trespass.

When a forest officer discovers what he believes to be a trespass he should immediately ascertain the exact location and status of the land involved, making sure that it is within the boundary of the forest and upon land under the jurisdiction of the Forest Service. To do so it may be necessary to locate the nearest Government corner, run a survey, and obtain the status of the land from some authentic source. If satisfied that a trespass is being committed, he will promptly serve written notice upon the trespasser, in the presence of witnesses if possible, to discontinue the trespass, and record in his notebook the place, with names and addresses of those present, and the day and hour of the notification.

Threatened Trespass.

When a forest officer discovers that national forest timber is threatened with trespass, and no warning will serve to restrain the trespasser, an injunction may be necessary to protect national forest interests. The procedure to obtain an injunction is outlined under "Settlement of trespass cases."

Investigation of Timber Trespass.

Timber trespass on national forests will be handled exclusively by the Department of Agriculture, except such trespasses as have hitherto been reported upon or are now being investigated or prosecuted by the Department of the Interior, and upon request from officials of that department forest officers shall render all possible assistance in such investigation or prosecution.

Timber Cutting on Unperfected Claims.

The cutting of timber upon an unperfected claim beyond the extent necessary for its actual development, or for uses not consistent with the purpose for which the claim was initiated, or the cutting of timber from one mining claim for use upon another where such use does not tend directly to develop the claim from which the timber is cut will be reported as timber trespass in accordance with the procedure prescribed under "Settlement of trespass cases." Report should be made at the same time upon the claim, using the outline on Form 654 or Form 655, and the status of the claim as indicated by the report will determine the action which will be taken to prevent, settle, or prosecute the trespass.

Seizure Defined.

Seizure, or recaption, is the right of a person to retake his property in a peaceable manner wherever he finds it. Since the United States has the same common-law rights and remedies as an individual it may, through its agents, exercise the same right of seizure or recaption as an individual.

Seizure, Authority of Forest Officers to Make.

Forest officers as agents of the Government may, when necessary to prevent loss, without further instructions seize timber cut in trespass wherever found when it can be done peaceably, even though it may be upon patented land at the time. However, the right of seizure should be exercised with extreme care, since mistaken zeal in this regard may lead to serious complications or subject the Forest Service to the charge of arbitrary action. In determining the advisability of exercising the right of seizure, forest officers should bear in mind that if the Government seizes the material cut in trespass, it can not later in a civil action recover the value of such material from the trespasser.

If the case has proceeded to suit and is in the hands of the Department of Justice, seizure will be made only under instructions from the United States attorney handling the case. Any developments in such a case which render immediate seizure necessary to prevent loss to the Government should be reported by wire to the district office.

Seizure of Manufactured Products.

Timber cut in trespass may be seized, although manufactured into lumber and in the hands of an innocent purchaser and upon patented land. It is within the right of the United States to seize buildings or other improvements, either on Government or on patented land, when such improvements are constructed wholly or in part from timber cut in trespass; but this drastic action will be taken only as a last resort to save the United States from loss, and then only on definite instruction from the district forester.

Seizure of Mixed Timber.

Where a trespasser wrongfully mingles Government timber or lumber with his own, either the whole mass may be seized and held until the amount lawfully owned by the claimant is proved by him, or if the amount taken from the Government land is known, an equal amount of the commingled mass may be seized.

Seizure—Posting Trespass Material.

The forest officer making a seizure will post notices of seizure on the material seized in sufficient numbers to identify unmistakably all material covered by the seizure. The trespasser and any witnesses to the act should be notified of its significance and warned against the removal of the property under seizure. If there is danger of the theft of the material, pieces may be marked in other ways for the purpose of identification, in addition to the notices of seizure.

Seized material will not be stamped "U S" until the case is settled in favor of the Government and the material is to be released. When the material is stamped the notices of seizure will be removed.

Sale of Seized Material.

Forest products seized under the foregoing instructions will be disposed of in accordance with Regulation S-20, and the instructions thereunder.

Measure of Damages.

The willfulness or innocence of a trespass determines whether the value of the material in the condition where found or the difference between the value of the trespass area immediately before and after the trespass occurred, will be the basis for assessing the damages due the United States. Forest officers must be extremely careful, therefore, to secure all evidence bearing on this point, and their reports must clearly show into which class the trespass falls. If, for instance, no settlement is made in a trespass case, and it becomes necessary to institute suit to obtain damages, evidence of reliable witnesses will be needed to prove whether the trespass was innocent or willful, and such evidence, in affidavit or other form, should accompany the report. In every case, whether considered by the forest officer innocent or willful, the safer course is to secure and report the values both on the basis of innocent and of willful trespass.

Innocent and Willful Trespass.

If, at the time the cutting was done, the trespasser, after the exercise of due diligence to ascertain from official sources the ownership of the land or his rights therein, was unaware that he was not lawfully entitled to the timber, the act will be considered an innocent trespass. If cutting occurs beyond the boundaries of patented land through bona fide mistake, or trespass has been committed on account of any other bona fide error of fact or in innocence of the rights of the United States, the trespass will be considered an innocent one. Where these conditions do not exist, the trespass will be considered willful. While the men who do the actual cutting may legally be held for the trespass, ordinarily it is advisable, particularly in civil cases, to proceed against the corporation, company, or individual by whose direction and for whose benefit the cutting was done. In civil cases the employer is liable for the willfulness of the employee, if he knew of the trespass and took no means to stop it, or, if after the trespass was committed, he knowingly approved it or adopted it by receiving the fruit of the trespass, or whenever he employed persons to do the cutting knowing them to be careless, reckless, and unreliable.

In Innocent Cases.

When the trespass is innocent, the measure of damages will be the difference between the value of the trespass area immediately before and after the trespass occurred, which damage is ordinarily represented by the stumpage value of the timber cut. Any damage sustained by the United States in addition to the actual loss of stumpage should also be included as an item of damage.

Innocent Purchasers.

Where the purchaser of timber cut in innocent trespass is held for damages the measure will be the same as in innocent cases. If the timber is purchased from a willful trespasser, without knowledge of the trespass, the value will be determined as of the time of such purchase.

In Willful Cases.¹¹²

When the trespass is willful the damages will be determined in accordance with the measure of damages established by the law of the State in which the timber is cut. If there is no State law on the subject the measure of damages will be the value of the timber in its condition when and where found. For example, if the trees are merely felled the damage will be the stumpage value plus the cost of felling; if they are cut into logs the cost of bucking will be added; and if found at the mill the cost of both bucking and hauling will be added. The current value of the lumber will be the basis for assessing damages if the logs have passed through the mill.

Willful Purchasers.¹¹²

When a person purchases timber from a willful trespasser with full knowledge that such timber was cut in trespass the measure of damages will be determined in accordance with the instructions under the heading "In willful cases."

Innocent Turpentine Trespass.

When turpentine is unintentionally extracted from national forest timber the trespasser will be required to settle on a cup basis at the established commercial rate existing on the forest concerned at the time the trespass was committed. In addition to settlement for the cups placed the trespasser will be required to pay for all damage resulting to the timber from the trespass operations.

Unless the trespasser signifies his intention to settle voluntarily the report will include a statement showing the amount of crude turpentine extracted and its value in the woods immediately after extraction. If voluntary settlement on a cup basis can not be secured the case will be referred to the Department of Justice for the institution of civil proceedings for the recovery of the value of the crude turpentine immediately after extraction.

Willful Turpentine Trespass.¹¹²

Unless a different rule is established by the laws of the State in which the trespass is committed the measure of damages for turpentine trespass intentionally committed on national forest land will be the value of the product extracted in its condition when and where found, plus any damage resulting to the timber from the operations of the trespasser.

Waste and Damage to Forest.

If, in addition to the cutting and removal of Government timber, the trespasser, by careless felling or logging, has done avoidable damage to young growth or timber left standing, an estimate of the money value of this loss should be made and included in the assessed damages. Merchantable timber wasted in high stumps or long tops, or left in the woods, should be included in the scale.

Stump Scales.

In making a stump scale the total log length taken from each tree should be measured. In most cases where the trespass is not over two years old the indentation in the ground can be seen where the butt struck when the tree fell. From that point, which is often several feet from the stump, to the top, the direction of which can be determined by the undercut on the stump, the total log length can be measured. This should be divided into logs according to the taper tables referred to under the heading "Scaling from the stump" in the handbook of instructions for scaling national forest timber, and the top diameter of each log ascertained from the same table. The scale for each log may then be obtained from the decimal C scale stick or the scale table in the manual. The merchantable portion left in the top and in high stumps should be scaled and noted separately. After scaling each tree, the top of the stump and the butt of the top should be stamped "U S."

Use of Volume Tables.

In cases where the tops can not be identified or have been moved or destroyed, the scale may be obtained from a volume table (if one is available for the locality and species) by reducing the diameter at the top of the stump to diameter breast high.

Record of Method Used.

Forest officers should use extreme care in scaling trespass timber, especially in a stump scale, and should keep complete notes on the method used, since if the case is brought into court the scale must be introduced as legal evidence.

Report.

The report, as outlined on Form 874-20, will be submitted to the supervisor. While many cases will be settled as first-offense trespasses, it is essential that they be carefully prepared so as to establish clearly the fact of trespass. If the trespass is committed under color of a claim, report should be made at the same time upon the claim, using the outline on Form 654 or Form 655.

The report should always include an estimate of the expense it will be necessary for the Government to incur in disposing of the slash on the cutting area if it is not properly disposed of by the trespasser. Whenever the institution of suit is necessary, and the trespasser has not properly disposed of the slash, the estimated cost of placing the cutting area in a satisfactory condition should be included as an item of damage.

Disposal of Slash Before Closure.

After settlement the case will be closed when the area cut over is in a satisfactory condition. Forest officers should watch this carefully and should insist on a proper disposal of slash from the cutting area. The trespasser should understand clearly what will be required of him in this respect, and upon completing the work, the forest officer should inspect the area, and when sure that all stipulations of settlement have been fulfilled, report to the supervisor. When the supervisor receives the report that the area is in a satisfactory condition he will close the case if it is within his jurisdiction. Otherwise, he will forward the report with appropriate recommendations to the district forester. When the case is closed the supervisor will notify the trespasser of the closure of the case.

Procedure.

After receipt of report by the supervisor the procedure will be in accordance with the instructions under "Settlement of trespass cases." In the district forester's or Forester's office timber trespass cases will be handled by the office or branch of forest management.

FIRST-OFFENSE TIMBER TRESPASS

In innocent timber trespasses by parties who have not previously committed timber trespass on a national forest, which are free from maliciousness and gross carelessness and do not involve timber exceeding \$100 in value, settlement will be effected, if practicable, on the following basis:

(a) If the person responsible for the cutting would have been granted the timber cut under the free-use regulations had he made application therefor in advance, the timber may be granted under free use, provided it has been, or will be, used for the purposes specified in the free-use regulations.

(b) If the person responsible for the cutting would not have been granted the timber cut under the free-use regulations, but would have been entitled upon application to purchase it under Regulation S-22, the proper forest officer is authorized to sell the timber to such person in accordance with the terms of Regulation S-22, provided it has been, or will be, used upon a homestead or farm for domestic purposes.

(c) If the person responsible for the cutting would not have been granted free use of the timber cut or entitled to purchase it under Regulation S-22, the proper forest officer is authorized to sell the timber to such person under the sale regulations at the usual commercial rates.

Initial Procedure.

Action by the forest officer making the report and by the supervisor in first-offense innocent timber trespass cases, as above outlined, will be similar to that covered by "Civil cases." The supervisor should refer to his card record to determine whether the trespasser has previously committed a timber trespass.

Settlement by the Supervisor.

Supervisors may in the discretion of the district forester be authorized to settle first-offense cases in which the timber involved does not exceed \$100 in value. When so authorized the supervisor need not submit the papers to the district office for review unless he desires the advice of the district forester or the assistant to the solicitor, in which case the trespass will be handled by the district forester. The letter to the trespasser will be prepared and signed by the supervisor. The letter should contain an offer to the trespasser to make settlement under the provisions of paragraphs (b) or (c) with instructions as to the procedure necessary thereunder; will inform him upon what basis voluntary settlement will be allowed; will state that the case must be treated as a trespass and damages assessed accordingly if voluntary settlement is not made, and will warn the trespasser against future violation of the national forest regulations.

He will be informed that 15 days will be allowed within which to make voluntary settlement as indicated and that future offenses will be treated as trespass. The letter to the trespasser will be accompanied by letter of transmittal (Form 861) prepared and signed by the supervisor.

A copy of the letter to the trespasser will be sent to the proper forest officer with instructions as to the disposition of the case under paragraphs (b) or (c).

In any case coming under paragraph (a) the letter from the supervisor will inclose a free-use permit and will warn the trespasser against further violations of the national forest regulations. A copy of such letter and permit will be sent to the proper forest officer.

Settlement by the District Forester.

First-offense cases will be referred to the district forester for settlement by supervisors who have not been authorized to settle first-offense trespass cases, or any case where there appears to be doubt. The district forester will refer the case to the assistant to the solicitor, who will prepare the letter for the signature of the district forester, requesting settlement in cases coming under paragraphs (b) and (c). The contents of the letter and other procedure is indicated under "Settlement by supervisor."

Record of Timber Trespass Cases.

A timber trespass record card (Form 618) will be made out in the supervisor's office. If the case is settled by a sale or by free use, the card will be indorsed "Settled under first-offense procedure." Cases settled by free use or sale will not be reported as trespasses in the annual report (Form 446), but will be reported in accordance with the method of settlement.

Voluntary Settlement Not Made.

If voluntary settlement is not made in first-offense timber trespass cases, the cases will be handled as outlined under "Civil cases."

Basis of Voluntary Settlement.

Cases coming within the scope of (b) will be settled on the cost of making and administering the sale of the timber involved, as set forth in regulation S-22. Cases coming under (c) will be settled on the stumpage value of the timber, ascertained as in appraisals for timber sales. If voluntary settlement be not made in cases coming under (b) and (c), the measure of damages claimed in referring the case to the Department of Justice will be as provided "In innocent cases."

GRAZING TRESPASS

REG. T-6. The following acts are prohibited on lands of the United States within national forests:

(A) The grazing upon or driving across any national forest of any livestock without permit, except such stock as are specifically exempted from permit by the regulations of the Secretary of Agriculture, or the grazing upon or driving across any national forest of any livestock in violation of the terms of a permit.

(B) The grazing of stock upon national forest land within an area closed to the grazing of that class of stock.

(C) The grazing of stock by a permittee upon an area withdrawn from use for grazing purposes to protect it from damage by reason of the improper handling of the stock, after the receipt of notice from an authorized forest officer of such withdrawal and of the amendment of the grazing permit.

(D) Allowing stock not exempt from permit to drift and graze on a national forest without permit.

(E) Violation of any of the terms of a grazing or crossing permit.

(F) Refusal to remove stock upon instructions from an authorized forest officer when an injury is being done the national forest by reason of improper handling of the stock.

Statutory Basis for Grazing Trespass.

In addition to the act of June 4, 1897 (30 Stat. 35), under the authority of which the foregoing regulation was promulgated, the criminal code (act of March 4, 1909), provides in section 56 that whoever knowingly and unlawfully breaks, opens, or destroys any fence or gate inclosing reserved lands of the United States; or whoever drives any livestock upon such lands for the purpose of destroying the grass or trees thereon; or whoever permits his livestock to enter through any such inclosure upon any such lands, where such livestock may or can destroy the grass, trees, or other property of the United States, shall be fined not more than \$500, or imprisoned not more than one year, or both fined and imprisoned. This section of the code has been held to apply only to inclosed lands.

Action—Removal of Stock.

A distinction is made between permitted stock and unpermitted stock.

Permitted stock may be removed from any portion of the forest not allotted to it, but the permit can not be canceled or the stock removed from the area allotted to it without authority from the district forester.

Forest officers may drive unpermitted stock from any portion of the forest upon discovery of its presence, or they may allow the owner or herder a reasonable time to remove it; but if he refuses to do so the person in charge of the stock may be arrested and the stock removed from the forest by the forest officers. (See "Criminal cases.")

The owner of trespassing stock should be ordered to remove it at once, or, if the situation is urgent, the forest officer may remove the stock in any way that does not injure it physically.

Investigation.

The circumstances of the trespass must be promptly investigated as the basis of the report, the damages estimated, the area mapped, available witnesses interviewed, and affidavits secured, if possible.

Measure of Damages.

The willfulness or innocence of a trespass determines the basis of settlement.

If the trespass is an innocent one the measure of damages is the commercial value, or replacement value, of the forage or other property consumed, destroyed, or injured.

If the trespass was committed maliciously, wantonly, or with a reckless disregard of the rights of the Government the trespasser may be required to pay a reasonable amount of exemplary or punitive damages, in addition to the actual damage sustained.

Segregation of Civil and Criminal Cases.

In cases where there is no evidence of willfulness on the part of the owner, or other principal, in connection with the trespass, but there is evidence that the trespass was committed willfully or knowingly by the herder or other employee in charge of the stock, the trespass should be segregated into two cases; the owner or principal may be held liable for the actual damage, and the herder or other employee may be prosecuted criminally.

Condonation of Trespass by Issuance of Permit.

In any case which is to be handled as a grazing trespass supervisors must not issue a grazing permit authorizing the grazing of the trespassing stock during any part of the period in which the stock were in trespass. In issuing permits for stock which have trespassed upon national forest range care should be taken so that the permit clearly excludes the period during which the stock were in trespass and the fee figured accordingly. The issuance of a permit which covers all or a part of the period the stock were in trespass acts as a condonation of the trespass by the Forest Service, rendering it impossible to sustain civil suit for the collection of damages or criminal action for violation of the regulations.

If the owner of the trespassing stock is entitled to share in the use of the range, a permit may be issued to him for the remainder of the season; but the beginning of the permit period must not antedate the date upon which the application for permit was approved. The approval of the application by the supervisor will be considered as the termination of the trespass, and the inclusive dates during which the stock are reported in trespass should be from the date the trespass began until the date of the approval of the grazing application. If, however, the trespasser fails to complete his application by the payment of the proper fees, then the trespass period will be from the date the stock entered the forest in trespass to the date the stock were removed from the forest. In all cases the fee charged for the remainder of the season should be in accordance with the provision of Regulations G-10.

Report.

After the removal of the stock the forest officer discovering the trespass will prepare a report in accordance with the outline on Form 874-20 and forward it to the supervisor.

Procedure.

After receipt of the report by the supervisor the procedure will be in accordance with the instructions under "Settlement of trespass cases." In the district forester's or Forester's office grazing trespass cases will be handled by the office or branch of grazing.

OCCUPANCY TRESPASS

REG. T-9. The following acts are prohibited on lands of the United States within national forests:

(A) Squatting or making settlement thereon, except in accordance with the act of June 11, 1906, entitled "An act to provide for the entry of agricultural lands within forest reserves."

(B) Constructing or maintaining any kind of works, structure, fence, or inclosure; conducting any kind of business enterprise or carrying on any kind of work without a permit, except as otherwise allowed by law or regulation, and except upon a claim for the actual use, improvement, and development of the claim consistent with the purposes for which it was initiated.

(C) The placing by any person, association, or corporation, without written permission from a forest officer, of stock within an inclosure designated by the Forest Service as a pasture for tourists' stock, and allowing such stock to remain in the inclosure for more than 48 hours in succession, or more than twice during any calendar year.

(D) Having or leaving in an exposed or insanitary condition on national forest lands camp refuse or débris of any description, or depositing on national forest lands or being or going thereon and depositing in the streams, lakes, or other waters within or bordering upon the national forests any substance or substances which pollute or are liable to cause pollution of the said streams, lakes, or waters.

(E) The discharging of firearms in the vicinity of camps, residence sites, recreation grounds and areas, and over lakes or other bodies of water adjacent to or within such areas, whereby any person is exposed to injury as a result of such discharge.

(F) Going or being upon, or taking, transporting, or allowing cattle, sheep, hogs, or other animals on, any lands within a national forest to which the United States has legal or equitable title which are closed to use by the regional forester because of danger from the spread of any communicable or infectious disease of cattle, sheep, hogs, or other animals, such as foot-and-mouth disease or scabies except under permit issued by a forest officer not in conflict with a State or Federal quarantine law or regulation; but no permit shall be required of any actual resident within the national forest going to or from his home, if unaccompanied by any animal.

(G) Occupying a public camp ground upon national forest lands for a period of time in excess of that established by the regional forester under the provisions of Regulation L-19.^a

^b (H) The operation of motor boats on artificial bodies of water without adequate devices to prevent unnecessary noises, and/or at a rate of speed in excess of 10 miles per hour when within 300 feet of bathers, small boats, or established boat landings.

What Constitutes Occupancy Trespass.

The use of national forest land without permit for any purpose for which special-use permits are required or committing any other act prohibited by Regulation T-9 constitutes occupancy trespass. Traveling, temporary camping, lawful hunting, surveying, or prospecting may be carried on without permit, and camp wood and forage for stock used in connection with such projects may be taken free of charge.

Since the United States has all the civil rights and remedies for trespass possessed by private individuals, it may bring action to recover damages resulting from trespass or breach of contract.

^a Amdt. No. 63, effective September 1, 1927.

^b Amdt. No. 303, effective May 8, 1931.

Violation of Sanitary Requirements.

Forest officers will enforce compliance with Regulation T-9 (D) on the part of all campers, stockmen, permittees, and other persons traveling through or occupying national forest lands.

The supervisor should see that the notice warning the public of Regulation T-9 (D) is posted at the entrances to the forests, and at all camping grounds and at other suitable places.

When a forest officer discovers insanitary conditions he will first request the trespasser to comply with the regulation, and if the trespasser refuses will take the necessary action to remove the nuisance and then follow the usual procedure for trespass cases.

Action to Stop Trespass.

If the trespasser is engaged in constructing any building or other structure on national forest land, he should be notified by a written order served, if possible, in the presence of witnesses to suspend work. In aggravated cases it is within the authority of a forest officer to seize improvements constructed on national forest land, but unless damage actually threatens the national forest this action will not be resorted to. The forest officer should make every effort to secure satisfactory adjustment amicably. He should, if possible, interview the trespasser and induce him to discontinue the trespass or remove his improvements, allowing him a reasonable time within which to do so.

Water Power.

Whenever a person is discovered using national forest land for water-power development without a permit from the Federal Power Commission, he should be informed that such use constitutes an occupancy trespass and be required to discontinue immediately further unauthorized use of the land. A report on the trespass, including an estimate of the resulting damage to national forest property, should without delay be prepared and forwarded through the usual channels to the Forester for transmission to the Federal Power Commission. At the same time steps should be taken to require the trespasser to pay for any damage he has caused to national-forest property. As soon as the commission has indicated the action, if any, it wishes the Forest Service to take or assist in taking, the matter will be submitted to the Solicitor for consideration if any question of law is involved or legal proceedings necessary. In handling this class of cases it will be the policy of the Forest Service to work in close cooperation with the Federal Power Commission.

Investigation.

The investigation should show the facts and circumstances of the trespass, and whether it was committed innocently or intentionally or in defiance of warnings against trespass.

Report.

The forest officer discovering the trespass will, after assuring himself of the status of the land, prepare a full report in accordance with the outline given on Form 874-20 and forward it to the supervisor.

If the trespass is committed under the color of a claim, report upon the claim should be made at the same time in accordance with the outline on Form 654 or Form 655.

Procedure.

After receipt of the forest officer's report by the supervisor the procedure will be as prescribed under "Settlement of trespass cases."

In the district forester's or Forester's office occupancy trespasses will be handled by the office or branch of lands.

First-Offense Occupancy Trespass.

Any innocent first-offense occupancy trespass involving a use of national forest land for which a permit would have been issued in advance of such use had it been applied for by the trespasser, may, if the facts warrant, be settled by the issuance of a special-use permit.

PROCEDURE AND PREPARATION OF REPORTS

Foreword.

The instructions under this heading are, generally speaking, common to all kinds of trespass and are placed here to avoid repetition. Occasionally, however, instructions that are applicable only to a particular kind of trespass have been restated briefly hereunder either by way of illustration or for the purpose of clarity. It is therefore important that the forest officers handling the case also consult the more detailed instructions under the heading of the kind of trespass involved. Reference is likewise made in general terms to settlement procedure, which also can be fully understood only by carefully reading the appropriate detailed instructions under the heading "Settlement of trespass cases."

Forest officers should bear in mind also the difficulty of formulating rules which may not, in some instances, be subject to qualification or amplification.

How Trespass is Settled.

In general, trespass is settled in one of the three following ways:

1. Innocent or unintentional trespass is settled in accordance with the instructions under "Civil cases," by requiring the trespasser merely to compensate the United States for actual damages, or, if the facts warrant, timber, occupancy and property trespass involving not more than \$100 may be adjusted in accordance with the instructions covering first-offense trespasses.

2. Willful or intentional trespass, when it is inadvisable, for adequate reasons, to attempt criminal prosecution, is settled in accordance with the instructions under "Civil cases," by requiring payment of actual damages, or of actual plus punitive damages, depending upon the attendant circumstances.

3. Other willful or intentional trespasses and trespasses punishable by fine or imprisonment are settled in accordance with the instructions under "Criminal cases," and the particular kind of trespass involved, by criminally prosecuting the offender and, in addition, where such action is desirable, by requiring him to pay actual civil damages.

Under the first method settlement may be effected without resorting to legal proceedings if the trespasser will, when requested, pay the estimated damages. Unless voluntary settlement is made within a reasonable time after demand, legal action against the trespasser will be initiated.

The second method is followed in those cases in which the trespasser may properly be charged with intentional trespass but in which the assessment of punitive damages in addition to the actual damages sustained, or in some instances of actual damages alone, will sufficiently penalize the trespasser for his act. If responsibility is fairly established, the trespasser will ordinarily be willing to make voluntary settlement on this basis in order to avoid criminal prosecution. Punitive damages plus actual damages are imposed mostly, but not exclusively, in intentional grazing trespass where criminal prosecution is not needed to secure the desired result.

Obviously, the third method is followed in all cases in which original prosecution is advisable and there is reasonable ground for believing a conviction can be secured. The payment of civil damages may also be required of the trespasser in this class of cases when the attendant circumstances justify such action.

Reports.

Any forest officer discovering a trespass will, with the least possible delay but after a thorough investigation of the attendant circumstances, prepare a concise report, covering adequately all pertinent points, in accordance with the outline given in Form 874-20, unless otherwise provided in the instructions under the heading of the particular kind of trespass involved. The report will then be submitted promptly to the supervisor for consideration and appropriate action. The location and boundaries of the trespass area and the relative location of other important objects should be shown on a carefully prepared map.

If any of the lands involved in the trespass were acquired by purchase, condemnation, or exchange, the report should so indicate. Whenever it is probable that it will be necessary to institute civil suit or criminal prosecution there should also be included a reference to the volume and page of the county record of the deed under which the United States claims title, or in case of condemnation, a reference to the court record containing the decree of condemnation.

If the trespass was committed on or under color of a claim, a separate report, to accompany the trespass report, should be made upon the claim, in accordance with the outline given in Form 654 or Form 655.

In all civil cases where voluntary settlement can probably be secured the report, accompanying papers, and map will be prepared in duplicate in supervisors' cases and in triplicate in district foresters', Forester's, and Secretary's cases. The original will always be forwarded through proper channels to the officer authorized to effect settlement. The report by the supervisor or other investigating officer in criminal cases prosecuted locally should ordinarily be in quadruplicate, thus providing a copy for the prosecuting officer and the files of the district forester, supervisor, and ranger.

The carbon copy in supervisors' cases is for the ranger's file, and in all other cases the supervisor will be furnished one copy for his files. In cases requiring criminal prosecution through the Department of Justice, and in all civil cases in which it will be necessary to institute legal proceedings the report and accompanying papers will be prepared in quintuplicate, the original and first carbon copy being transmitted through the usual channels to the Attorney General. The second, third, and fourth carbon copies are for the files of the district forester, supervisor, and ranger, respectively.

Evidence and Witnesses.

The forest officer should start his investigation with an open mind and avoid prepossessions that may lead to error in observation and that are not warranted by the circumstances so far as known. Unless this is done there will be a natural and unavoidable tendency to construe everything as evidence in support of the preconceived opinion and to disregard or slight everything tending to support the other side. In short, he is likely to see only what he wants to see. The only safe course, therefore, is to attempt to get the true facts regardless of whether they are favorable or unfavorable to the person charged with the trespass.

In civil actions the United States must have the weight of evidence to secure a verdict, and in criminal prosecutions proof beyond a reasonable doubt is necessary to convict. Evidence applying directly and immediately to the fact to be proved has greater weight in legal proceedings than circumstantial evidence. Mere suspicions or guesses will not establish responsibility for the trespass. Generally speaking, hearsay is inadmissible as evidence. However, hearsay occasionally serves a useful purpose in that it furnishes a clue that may lead to the identity of witnesses who can give first-hand testimony. For this reason the investigating officer should not disregard it, but should endeavor to locate and interview any person who claims to have personal knowledge of the facts alleged.

An attempt should be made to get each witness to execute an affidavit containing a concise and accurate statement of the facts to which he can testify, indicating in every instance how the witness obtained his knowledge of the facts. The statement should be phrased as nearly as practicable in the words of the witness, and before signing he should read the statement or have it read to him. When an affidavit can not be obtained, the investigating officer should indicate in a memorandum the facts to which the witness, if willing, will be able to testify. Photographs are competent evidence, and, when properly taken, are recognized as of a high order of accuracy. Therefore, a photograph should be taken of the premises or other object if it can be used to prove any fact in issue. Any damaging admission made orally by the trespasser, his agent, or employees, or by any person identified in interest with him, should be carefully recorded, and, if made in the presence of witnesses, the names and addresses of such witnesses given. Any admission made in writing should also be included in the record.

Manifestly the testimony of a biased witness is not as valuable as that of a witness who is clearly free of bias. Neither is the testimony of a man of bad or doubtful character likely to have as much weight with court and jury as that of a man of good character. It will, therefore, greatly aid the officers who pass upon the sufficiency of the evidence if the investigating officer indicates the general reputation in the community of the witnesses named in the report and states whether the testimony of any of them may be subjected to attack on the ground of bias, due to a personal grudge against the trespasser or to any other reason. It will also prove helpful if there is included in the report a statement of the probable defense of the trespasser, and, if known, the names, addresses, and general reputation of the witnesses he will likely call. Indicate also any evidence available to the United States that may be used to controvert or weaken the testimony that the trespasser will probably offer, and, if known, any evidence that might be offered by the trespasser to controvert or weaken the testimony of Government witnesses. When an exhaustive investigation has failed to establish responsibility the investigating officer should prepare a statement for his files of the known facts in the case and report to the supervisor his reasons for believing that nothing will be gained by continuing the investigation. It is desirable to keep such a statement since something may unexpectedly develop later that will disclose, or tend to disclose, the trespasser's identity.

Action by Supervisor—Trespasser's Statement.

If upon receiving the report it is the supervisor's opinion that a trespass has been committed, he will in all civil cases, and, if advisable, in criminal cases, inform the trespasser, by registered mail or in person, of the trespass, and that he will be allowed a definite time from receipt of notice in which to make a sworn statement of the circumstances of the trespass and his estimate of the damages, if any, sustained by the Government as a result of the trespass. In all cases where the United States has suffered a loss the trespasser will also be informed that his statement will be considered in the determination of the actual damages resulting from the trespass.

Conference with Trespasser.

Whenever practicable the supervisor should meet the trespasser and talk the matter over with him. No trespass report in which settlement is recommended on a civil basis should be forwarded to the district forester until the trespasser has had an opportunity to present his version of the facts, either orally or in writing. The substance at least of any oral statement of the trespasser should be covered in a memorandum or else incorporated in the report by the supervisor or other officer to whom it is made.

Procedure in Supervisor's Office.

After consideration of the trespasser's statements the supervisor will supplement the forest officer's report by his own findings as to the damage sustained by the United States, and particularly as to the innocence or willfulness of the

trespass. He will then send both to the district forester unless the case is one that he is authorized to settle direct in accordance with the instructions under the heading "Supervisor's cases," in the chapter dealing with civil cases, or unless the instructions under the kind of trespass involved do not require such report. A separate folder appropriately designated will be used for each case and an index card (Form 618) prepared.

Procedure in District Office.

Upon receipt of the papers in the case the district forester will refer them to the office concerned. A separate folder, with the designation thereon, will be used for each case. An index card (Form 618) will be used for each case, upon which will be entered the case designation and other required notations. The assistant district forester in charge of the office, after having examined the report, will prepare a memorandum containing his estimate of the damage sustained by the United States, his opinion regarding the nature of the trespass, and his recommendations for action.

If the district forester is of the opinion that the facts set out in the reports and papers submitted by the supervisor do not show that a trespass has been committed, and it is impossible to procure additional evidence, the district forester may close the case without referring it to the district assistant to the solicitor. Otherwise the case will, after reference to the district assistant to the solicitor, be handled in accordance with the instructions under the heading "Settlement of trespass cases."

Action Upon Report on Claim.

When a trespass report is accompanied by a claims report all the papers will be referred to the office of lands before proceeding with the settlement of the case. If it appears upon an examination of the claims report in that office that action should be initiated to protest the claim, the original reports upon the claim will be removed from the trespass file and a copy substituted. A memorandum showing the intended action, if any, upon the claims report will be attached to the trespass report, which will then be returned to the office concerned. Action in the claims case will be taken in accordance with the procedure prescribed under "Claims."

Reference to District Assistant to the Solicitor.

Except in civil and criminal trespasses that the supervisor or other investigating officer are authorized to settle or prosecute directly, the district forester will submit the entire case record to the district assistant to the solicitor, who will determine the sufficiency of the information to sustain the action recommended.

If in his judgment a trespass has been committed, and the action recommended is warranted by the facts shown by the record, the case will thereafter be handled in accordance with the procedure outlined under "Settlement of trespass cases." If he believes that the trespass is not clearly established, or that the amount of the damage is inadequate or excessive, or that there is an absence of material facts, he will so advise the district forester by memorandum, indicating, if necessary, the additional evidence required to complete the case. If the district assistant to the solicitor dissents from the opinion of the district forester, the latter will take steps to conform to the legal requirements outlined by securing additional reports or evidence, and will again submit the case to the district assistant to the solicitor. Appeals by the district forester from the decisions of the district assistant to the solicitor will be taken through the Forester to the Solicitor in accordance with the instructions in the "Administration and Protection" section of the manual.

SETTLEMENT OF TRESPASS CASES

Administrative Remedies.

The Forest Service will, in addition to invoking appropriate legal remedies, exercise a reasonable administrative discretion for enforcing collection of actual damages amounting to \$50 or less. In such cases where the sum demanded does not exceed the actual damage and the assistant to the solicitor is of the opinion that a trespass is clearly established, the district forester may authorize the withholding of grazing privileges, special use permits, or commercial timber sales to the trespasser until payment is received.

In no case will free grazing privileges under Regulation G-2 be revoked, free use of timber refused, cost sales restricted, reasonable rights-of-way withheld, or other harsh, arbitrary, or unnecessary action taken to enforce collection.

Administrative action may be taken in any case, including those in which the amount involved exceeds \$50, where a judgment has been secured and execution avoided by fraudulent conveyance or otherwise. In all other cases where the actual damages claimed exceed \$50, administrative action will be taken only when approved by the Secretary of Agriculture upon recommendation of the Attorney General or his assistant, the head of an executive department, or the chief of a bureau of this department. A trespasser may in any case appeal from the administrative action of a district forester through the Forester to the Secretary.

CIVIL CASES

REG. T-10. The forest supervisor, when authorized by the district forester, may settle any innocent or unintentional trespass involving a claim for not more than \$300. The district forester may settle any trespass involving a claim for not more than \$3,000. The Forester may settle any trespass involving a claim for not more than \$5,000. Any trespass involving a claim for more than \$5,000 will be referred to the Secretary of Agriculture. All civil trespasses requiring the institution of legal proceedings will be reported through the Forester to the Secretary of Agriculture for reference to the Attorney General for action.

Legal Remedies for Trespass.

The United States has all the legal remedies for trespasses upon its lands that are available to individuals, and invokes the aid of its own courts to enforce them. Among these remedies are: Injunction either to prevent threatened trespasses or to terminate such as are being committed; action to recover the value of products and resources of the lands converted or injured by trespassers; and prosecutions for violation of statutes defining crimes in relation thereto.

Injunction.

Whenever a threatened or actual trespass on lands of the United States within a national forest is discovered and resort to the remedy of injunction is necessary, the supervisor will communicate the facts to the district forester, who will consult with the district assistant to the solicitor, and if the latter is of the opinion that injunction can be maintained he will report the facts to the Solicitor for reference by the Secretary to the Attorney General for action.

Whenever application for an injunction is too urgent to admit of delay in ordinary correspondence between the district assistant to the solicitor and the Solicitor, the former will telegraph briefly all the essential facts in the case to the Solicitor, and the Attorney General will be requested to give immediate instructions to the United States attorney to apply for an injunction.

Whenever application for an injunction is so urgent that the interests of the United States would be prejudiced by the delay incident to the course outlined in the paragraph immediately preceding, the district assistant to the solicitor will submit the facts to the proper United States attorney and will request that application be made immediately for an injunction, but as soon as possible thereafter he will advise the Solicitor of his action and of the essential facts in the case in order that the Attorney General may be requested at once to give the necessary instructions to the United States attorney.

The facts on which the injunction is sought should be promptly communicated by the district forester to the Forester for his information.

Supervisor's Cases.

Supervisors may, in the discretion of the district forester, be authorized to accept settlement for any innocent or unintentional trespass in which the claim against the trespasser does not exceed \$300. When so authorized the supervisor need not refer the papers to the district office for review unless he desires the advice of the district forester or assistant to the solicitor. In this event the case will be handled by the district forester. The letter to the trespasser requesting settlement, and the accompanying letter of transmittal (Form 861) will be prepared and signed by the supervisor. If payment is not made within a reasonable time the entire file will be referred to the district office and the case will thereafter be handled in the same manner as are district foresters' cases in which voluntary settlement is not secured.

District Forester's Cases.

Innocent and willful trespasses will be settled by the district foresters if the estimated damage does not exceed \$3,000, except that any innocent or unintentional trespass involving not more than \$300 may be settled by a forest supervisor when duly authorized. The letter to the trespasser requesting settlement will be prepared for the signature of the district forester by the district assistant

to the solicitor. Such letter, which will be forwarded through the supervisor, will inform the trespasser of the sum due the United States because of his trespass, as determined by the district forester, and that, upon payment of this amount and the fulfillment of such conditions as may be necessary to protect the national forest, the case will be closed. A letter of transmittal (Form 861) for the amount due, signed by the district forester, will accompany the letter. If payment of punitive damages is requested, the trespasser should be assured that opportunity to make voluntary settlement is offered merely to enable him to avoid the costs of court proceedings, which otherwise will be initiated.

A promise card will be prepared, and if every reasonable effort to obtain settlement fails the papers will be referred to the Forester. Before doing so a second letter may be sent to the trespasser over the signature of the assistant to the solicitor when such action appears likely to prove effective. After reviewing the record, the Forester will forward the case to the Solicitor for submission to the Attorney General for the institution of civil suit.

Forester's Cases.

Innocent and willful trespasses, in which the estimated damage exceeds \$3,000 but is not more than \$5,000, will be settled by the Forester. In all such cases the district forester, after adding his recommendations, will submit the record to the district assistant to the solicitor for review. The record, including the comments and recommendations of the district assistant to the solicitor, will then be forwarded to the Forester. In his consideration of the case the Forester will consult with the Solicitor regarding any doubtful points. After the determination of the amount due the United States, the Forester will return the record in the case to the district office with his decision. Upon receipt of the papers in the district office the case will thereafter be handled in accordance with the procedure prescribed for the settlement of district forester's cases, it being indicated in the letter to the trespasser that the settlement requested was fixed by the Forester.

Secretary's Cases.

Innocent and willful trespasses, in which the estimated damage exceeds \$5,000 will be settled by the Secretary. Procedure in the district office will follow that outlined for Forester's cases. When the record is received by the Forester he will after adding his recommendation, transmit it to the Secretary through the office of the Solicitor. When the Secretary has determined the amount due the United States the papers will be returned to the district office, through the office of the Forester, with his decision. Upon receipt of the papers in the district office, the case will thereafter be handled in accordance with the procedure prescribed for the settlement of district forester's cases, it being indicated in the letter to the trespasser that the settlement requested was fixed by the Secretary.

Action by Attorney General.

If the trespasser declines or fails to make voluntary settlement the case record will be forwarded, through the Forester, to the Secretary of Agriculture, so that the facts may be reported to the Attorney General for the institution of suit for the recovery of the ascertained damages, together with such exemplary damages as may be awarded by a jury upon consideration of the aggravated circumstances of the case. When it is necessary to report a case to the Attorney General the Solicitor will prepare the letter for the signature of the Secretary.

In the event the trespasser offers to make settlement by paying the full amount claimed after the case has been referred to the Department of Justice but before suit has been instituted, the district assistant to the solicitor, after conferring with the United States attorney and when agreeable to him, may place the amount offered in the hands of the district fiscal agent to be deposited to the credit of Forest Service receipts. In all such cases the district assistant will then at once advise the Solicitor of the offer of settlement and disposition of the sum offered, in order that the Secretary may inform the Attorney General of the action taken and request that the case be closed.

If, subsequent to the filing of suit, the trespasser offers to deposit in settlement of the trespass the full amount claimed, the sum so offered in payment will be deposited with the clerk of the court pending final action.

Compromise of Civil Trespasses.

No forest officer has authority to compromise a trespass claim by receiving in settlement a sum less than the amount found to be due.

When a written offer is made to pay a sum in settlement of a trespass that is less than the appraised damages it will be filed with the other papers in the case, and each forest officer who thereafter handles the case will add his recommendation as to whether the offer should be favorably considered, giving his reasons therefor. If the case is still in the Department of Agriculture and the officer authorized to settle it believes that the sum offered should be accepted the record will be forwarded, through the Forester and the Secretary of Agriculture, to the Secretary of the Treasury who, under section 3469, Revised Statutes, is authorized to compromise claims of this character. An offer in compromise settlement of civil damages that is received after the trespass record has been referred to the Department of Justice for the institution of legal proceedings will be referred through the Forester and the Secretary to that department with a definite recommendation as to why it should or should not be accepted.

Pending the action outlined in the preceding paragraph and the acceptance or rejection of the offer of settlement the Secretary of the Treasury has requested that the sum offered shall be deposited in the proper United States depository, to be placed to the credit of the Secretary of the Treasury, special account No. 5. When such a deposit is to be made as a compromise offer of settlement, the office handling the case will furnish the district fiscal agent with a brief statement of the facts indicating the amount offered and, if known, the date payment is to be made. This information is necessary in order that the district fiscal agent may properly indentify the deposit when it is reported by him to the Treasury. The fiscal agent will furnish the office concerned with a copy of his letter to the Treasury for filing in the case folder. See the Fiscal and Accounting Section of the Manual for additional instructions regarding deposits credited to special account No. 5.

If suit for the recovery of damages has been filed, a sum offered in compromise settlement of the suit will be deposited with the clerk of the court pending final action.

Fiscal Agent to Be Notified in Litigated Cases.

At the conclusion of every litigated case the district office concerned will furnish the fiscal agent two copies of the letter from the Solicitor to the Forester in which the final action taken is indicated so that he may arrange, if necessary, to have the damages paid by the trespasser credited to the "Forest reserve fund."

Fiscal Agent's Procedure.

If upon inquiry the fiscal agent finds that the damages paid by the trespasser have not been properly credited he will at once ascertain from the clerk of court the date and number of the certificate of deposit, the name of depositor, the officer in whose name deposited, and the fund to which credited. He will then prepare a letter to the Comptroller General, General Accounting Office, civil division, for the signature of the Secretary, explaining that the payment was erroneously credited and requesting adjustment through issuance of transfer and counter warrants. Such letter will be forwarded through the Forester with a carbon copy attached for his files.

Upon receipt of information that any such payment has been credited to the proper fund the fiscal agent will notify the office concerned by memorandum, in duplicate, in order that the case may be closed provided no further action is necessary on the part of the trespasser. Damages in a case of property trespass should be deposited to the fund "Government property lost or damaged" and in all other forms of trespass to "Forest reserve fund." The office receiving the memorandum will transmit the duplicate copy to the proper supervisor for completion of his files.¹⁴⁸

CRIMINAL CASES

REG. T-11. Criminal trespasses, except those prosecuted under State laws and Federal cases requiring immediate action or of minor importance, will be reported through the Forester to the Secretary of Agriculture for reference to the Attorney General for action.

Criminal Prosecution.

Settlement or institution of civil suit to recover damages arising from a trespass in a national forest does not bar a criminal prosecution for the trespass and no settlement should be accepted on condition that a criminal prosecution will not be instituted.

If the trespass is one in which action should be taken promptly and involves a violation of a Federal law or a regulation of the Secretary of Agriculture it may be taken up direct by the supervisor or other investigating officer with the United States Commissioner or the United States District Attorney with a view to getting criminal proceedings started. Similarly, any trespass that it is deemed expedient to prosecute in the State courts on the ground that it violates a State law may be taken up direct with the local prosecuting attorney, justice of the peace, or other State officer having jurisdiction. Any case of a doubtful or complex character and all cases of importance in which there is no pressing need for immediate or summary action will be reported through the Forester to the Secretary of Agriculture and by him to the Attorney General if it is determined that institution of criminal proceedings in a Federal Court are to be requested. Any forest officer who is in doubt as to his authority or any detail of procedure hereunder should request his superior officer for definite instructions.

Arrest.

All forest officers have power to arrest without warrant any person whom they discover in the act of violating a regulation of the Secretary of Agriculture, or any Federal law applicable to the national forests. A forest officer should not make an arrest for an act in violation of a State law unless (1) the act is also a violation of a Federal law or regulation relating to the national forests, or unless (2) he has been authorized by the State to make arrests in such cases.

If the act constituting a violation of any such regulation or Federal law is committed outside the view of a forest officer he has authority to secure a warrant for the arrest of the offender from a United States commissioner, or, if one is not convenient, from a justice of the peace, and use it as the visible sign of the right to arrest. When it is desired to make an arrest in such cases an affidavit setting forth the facts must be sworn to before an officer authorized to administer oaths in criminal cases, such as a justice of the peace or clerk or judge of a court. An affidavit sworn to before a forest officer or notary public is not sufficient basis for procuring a warrant of arrest.

If the trespass is a felony (an offense under the Federal laws punishable by imprisonment for more than one year) and the forest officer has reasonable grounds for believing it has been committed, and by a certain person, he may arrest such person without a warrant wherever found, even though he did not see the trespass committed.

After an arrest has been made in a Federal case the person arrested must be taken before the nearest United States commissioner for commitment. In cases arising under State laws the arrested person should be taken before the nearest justice of the peace or judge having jurisdiction for commitment or trial.

Action by Ranger Where Arrest Is Necessary.

In all trespass cases where immediate action is necessary in order to protect the forest from damage or to prevent the escape of the trespasser the ranger will place the trespasser under arrest if he is detected in the act of committing trespass, or if not so detected will first procure a warrant for his arrest. However, if the trespass is a felony, and the identity of the trespasser is established with reasonable certainty, the ranger may arrest the offender without warrant, even though he did not see the trespass committed. When an arrest is made the ranger will notify the supervisor at once, advising him of the need for immediate action, of the evidence against the trespasser, and of the United States commissioner or other judicial officer before whom the hearing will be held. He will also secure evidence upon all of the points mentioned under "Reports" and "Evidence and witnesses." Immediately after an arrest is made he will take the trespasser before the United States commissioner or other proper judicial officer, swear to a complaint, and, in the absence of the district assistant to the solicitor, represent the Forest Service at the hearing. In the absence of the United States marshal, the constable or other peace officer of the court, the ranger will make such disposition of the prisoner as may be ordered by the court. After the case has been acted upon by the commissioner or other judicial officer the ranger will submit a full report of the case to the supervisor, including a statement regarding the decision and rulings of the commissioner or other judicial officer.

Action by Supervisor When Arrest is Necessary.

The supervisor upon receipt of the ranger's preliminary report will at once notify the regional forester, in order that the regional assistant to the solicitor may attend the hearing, if possible. The supervisor should endeavor to attend the hearing or, failing to be present, should give the ranger full instructions regarding the action he is to take. As soon as the complaint has been acted upon and the ranger has submitted full reports the supervisor should consider, approve, and record them in the proper manner, and whenever necessary forward all papers in the case to the regional forester for submission to the regional assistant to the solicitor, adding such recommendations as he may care to make and a full statement of all rulings and decisions of the commissioner or other judicial officer. The case will then be considered by the regional assistant to the solicitor, and if the evidence is sufficient and complete he will prepare a memorandum to that effect for the regional forester, who will forward the case to the forester if such action is necessary.

CLOSURE OF CASES

When the trespasser has paid the damages assessed against him or the fine imposed by the court and, in timber trespass, has placed the cutting area in a satisfactory condition, the case will be closed. However, no litigated case will be closed until notification is received from the fiscal agent that the damages paid by the trespasser have been credited to the "Forest reserve fund."

IMPOUNDING OF LIVESTOCK

^a REG. T-12. Livestock found trespassing on national forest land or any other lands under the control of the Forest Service if not removed upon reasonable notice may be impounded by forest officers. No livestock will be impounded until known owners of the livestock are given written notice of intention to impound and at least 15 days have elapsed from the date notice is first posted at the county courthouse and published in a newspaper serving the community within or adjacent to the area on which the trespass is occurring, provided, that if all owners are known and are given written notice advertising and posting may be dispensed with. Such notices shall state the kind of livestock and the area on which it is trespassing, that it will be impounded on or after a specified date, and when impounded will be sold in default of redemption by the owner. No sale will be made until five days have elapsed from the date the livestock was impounded. If the stock be not redeemed on or before the date fixed for its sale, it shall be sold at public sale to the highest bidder. If no bid is received, in the discretion of forest officers the stock may be sold at private sale or be condemned and destroyed or otherwise disposed of. The owner may redeem the stock by submitting proof of ownership and paying all expenses incurred by the United States in advertising, gathering, pasturing, and impounding it. Upon the sale of any stock in accordance with this regulation the forest officer shall issue a certificate or bill of sale.

Object of Regulation.

This regulation is provided as a supplement to existing trespass procedure to enable forest officers to meet the responsibility imposed upon them by law to adequately protect the national forests.

When Applied.

To the extent of available impounding facilities, this procedure will be applied in all cases where the ownership of stock is known and the owner is indifferent to the Secretary's regulations or to the requests of forests officers for removal, where ownership of stock is unknown, and where the application of other existing procedure is impracticable or ineffective.

^a Amdt. No. 304, effective June 2, 1931.

Procedure.

In all cases where stock is discovered in trespass forest officers will (1) endeavor to secure the removal of such stock by notifying the owner, if known, to remove it within a specified time; (2) the ordinary trespass procedure will be followed in all cases where the circumstances justify such action; (3) State impounding or estray laws will be applied where the State officials authorized to execute such laws are willing to function and apply the State procedure and where State laws are applicable and effective; (4) the impounding procedure may be used in cases of stock trespassing where the ownership is known and the owner fails to comply with the request for removal, or in cases of unknown ownership, and should be exercised with care and consideration of all interests involved.

Advertising.^a

If the owner of the stock is known to the forest officers, or can be found by inquiry among local stockmen or by reference to recorded brands, written notice that the stock is in trespass shall be given him or his agent, either by personal delivery or by registered mail, and he shall have a reasonable length of time from the receipt of such written notice within which to remove the stock from the forest. In cases where the ownership of all stock is unknown or where there is a chance that stock of unknown ownership will be gathered, notice of intention to impound will be given by publication for not less than 15 days in a newspaper serving the community within or adjacent to the area on which the trespass occurred, and by posting such notice in at least three conspicuous places, one being at the county courthouse, provided, that if all owners are known and are given written notice advertising and posting may be dispensed with. Such notices shall state the area on which livestock is trespassing, the kind of stock involved, that will be impounded on or after a specified date which will be later than the date on which the advertisement expires, and that it will be sold in default of redemption by the owner. Ordinarily the advertisement will be inserted but once, and the 15-day period will begin with the date of the issue of the paper carrying it. Copies of the notices will also be mailed to prominent local stockmen in the vicinity. In the event the stock is found in trespass after the date specified, forest officers will proceed to round up and impound the stock. After it has been impounded, the forest officer will notify the owner in writing, if there be one, either by personal delivery or by registered mail, that he will be given five days in which to pay all costs and remove the stock or it will be sold to the highest bidder at public sale at the expiration of the five days. Public notice of intention to sell at the expiration of five days from the date of the notice will be given by posting a notice in the forest supervisor's office and one in the post office nearest to the place of trespass. In cases of stock impounded the notices will state the area from which it was removed, when and where impounded, a description of the animals either by brands and marks or by other means of identification, and specify the time and place it will be sold.

In the event no bid is received at public sale of stock under the regulation, forest officers are authorized to sell it at private sale, or in case no private sale can be made to dispose of the stock in the most humane manner possible. Should proof of ownership of impounded stock be presented before the expiration of notice, the owner will be required to pay all expenses incurred in gathering, pasturing, advertising, and all other reasonable expenses incidental thereto. No items representing damage on account of antecedent trespass will be included in the redemption costs. Upon payment of such amounts the stock will be released to the owner.

The settlement of all expenses incurred in impounding will not relieve the owner of obligation for damage on account of antecedent trespass or prevent institution of suit under existing trespass procedure for the collection of such damages.

^a Amdt. No. 305, effective May 28, 1931.

At the time of transmission of payments to the district fiscal agent, or as soon thereafter as possible, the district forester should be advised with respect to the direct cost to the Government for advertising, gathering, pasturing, impounding, etc. In cases where the amount received from the sale of the stock is in excess of the official expenditures, such excess amount will be credited to the special deposit account, where it will be temporarily retained pending submission of satisfactory proof of ownership by the owner of the stock. If the owner fails to file the requisite proof within a period of one year from the date of sale, the district fiscal agent will be notified in order that he may take the necessary steps looking to covering into the Treasury the amount held in suspense and thereby closing the transaction.

When the amount received from the sale of stock does not exceed the direct costs the district fiscal agent will deposit the full amount in the Treasury at the time of receipt to the credit of "Miscellaneous receipts, sale of trespassing stock." He will similarly deposit when received an amount equal to the costs in those cases where collection exceeds the expenditures. Payments received in excess of costs and not repaid to the owners of the stock will be transferred to the account "Miscellaneous receipts, sale of trespassing stock" promptly upon expiration of the specified period.

In cases where owners redeem impounded stock before sale is consummated by paying all costs borne by the Government the amounts so received will be credited to the appropriation from which the expenses were paid.

Payments.^a

Payments for redemption and sale of stock will be made in the form of postal or express money order, bank draft, or cashier's check (personal checks not acceptable), drawn to the order of the regional depository and forwarded to the regional fiscal agent for proper disposition and accompanied by letter of transmittal. Form 861 may be used for this purpose, which should clearly show whether redemption or sale; if for sale, the number and kind of animals, the place and date of auction, and the name and address of purchaser should be shown. The transmittal letters will bear the remitter's signature as well as that of the forest officer handling the transaction. All remittances for redemption and sale of stock will be temporarily deposited in the regional fiscal agent's special deposit account.

At the time of transmission of payments to the regional fiscal agent, or as soon thereafter as possible, the regional forester should be advised as to the cost of impounding and the proceeds for redemption and sale in such detail as he may direct.

When the balance remaining from the sale of stock, after paying sale costs (auctioneer's fee, advertising, etc.), does not exceed the direct costs of impounding (gathering, pasturing, etc.), the regional fiscal agent will promptly transfer such amount to the credit of "Livestock trespassing on national forests and parks." He will similarly transfer an amount equal to the impounding, etc., costs in those cases where the balance exceeds the impounding etc., expenditures. Payments received in excess of all direct cost (impounding and sale) will be temporarily retained in the special deposit account pending submission of satisfactory proof of ownership by the owner of the stock. If the owner fails to file the requisite proof within a period of one year from the date of sale, the regional fiscal agent will be notified in order that he may transfer the amount held in suspense to the account "Livestock trespassing on national forests and parks," and thereby close the transaction.^b

In cases where owners redeem impounded stock before sale is consummated by paying all costs borne by the Government, the amounts so received will be transferred to the credit of "Livestock trespassing on national forests and parks."

Certificate of Sale.

Upon the sale of any stock impounded under this regulation the forest supervisor is authorized to issue the following certificate or bill of sale to the successful bidder:^c

In accordance with the regulations of the Secretary of Agriculture and the advertisements posted at _____ and _____ on _____, the following-described stock has been impounded and sold at
(Date) _____
public sale by me on this _____ day of _____:

Description of stock

_____	\$_____
_____	\$_____
_____	\$_____

This is to certify that Mr. _____, of _____, was the successful and highest bidder and has paid the sum of _____ dollars (\$_____), receipt of which is hereby acknowledged.

^a Amdt. No. 64, effective Oct. 1, 1927.

^b Amdt. No. 230, effective Oct. 1, 1930.

^c Amdt. No. 231, effective Oct. 1, 1930.

Care of Stock.

In every case where animals are impounded under this regulation, forest officers should provide an adequate inclosure with feed and water necessary to keep the animals in good condition during the period for which they are impounded. Extreme care in the handling of such animals will be necessary to prevent injury or the possibility of owners claiming damages on account of injuries due to careless handling or the character of the inclosure in which the animals are retained. When authorized by the forest supervisor, forest officers may incur any necessary expenses incidental to the impounding of livestock, such expenses to be paid from any appropriation available for the purpose.

REG. T-13. In all livestock trespasses on the national forests the value of the forage consumed will be computed at the daily, monthly, or yearly commercial rates prevailing in the locality for the class of livestock found in trespass.

In addition to the damages to national forest property injured or destroyed and in order to compensate the United States fully for any loss resulting from trespass by livestock, a charge may be made and added to the value of the forage consumed which shall include the pro rata salary of the forest officers for the time spent and the expenses incurred in and about the investigations, reports, and prosecution of the case.

Method of Determining Damages.^a

The value of the forage consumed as determined by the daily, monthly or yearly commercial rates prevailing in the locality in which trespass occurs will establish the rate to be charged in all grazing trespass cases. All livestock found in trespass will be counted. In the event no commercial rate can be established within the immediate vicinity of the area trespassed upon from which the value can be determined, the nearest tract or tracts may be used.

The rates for periods greater or less than the one for which a commercial rate applies will be established as follows:

1. Where a daily rate is established:
Monthly rate=daily rate \times 30.
Yearly rate=monthly rate \times 12.
2. Where monthly rate is established:
Daily rate=monthly rate \div 30.
Yearly rate=monthly rate \times 12.
3. Where yearly rate is established:
Monthly rate=yearly rate \div 12.
Daily rate=monthly rate \div 30.

In addition to the value of the forage a sufficient amount may be included to cover the actual damages to property injured or destroyed.

The salary of forest officers and expenses actually incurred in investigating, reporting, and prosecuting a trespass is a loss to the Government, for which compensation should be required.

^a Amdt. No. 64, effective July 1, 1927.

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FOREST MANAGEMENT

(1-S)

FOREST MANAGEMENT

THE USE OF NATIONAL FOREST TIMBER

Objects Sought in the Use of National Forest Timber.

Every forest officer must understand just what the service is trying to do in handling the timber resources of the national forests. The objects sought must not be lost from view under detailed instructions or clouded by the procedure. Particularly they must guide the forest officer in using his own judgment, as he is constantly required to do, in individual cases.

Our aims in the use of national forest timber are:

1. To keep the land growing timber. This is the big fundamental job of national forest administration. The greatest value of the national forests is not as a reservoir of old timber, but as land which is or will be growing wood on every acre chiefly valuable for that purpose. If the land is not to be used for some other purpose after the present stand is cut, the harvesting of that stand and the growing of a new crop must be considered together, and present cutting must promote future growth. The success of the supervisor or ranger who is directing timber uses will be determined by the growth of wood on his forest or district, on account of the wood itself and, where important, on account of the influence of the forest cover on streamflow and erosion.

2. To remove dangers to the new crop and to the surrounding timber. It is not enough to provide, in a timber use, for the start of a new crop. That crop must have the best chance that can be given it. Every timber cutting tends to increase the fire hazard and may increase the hazard from windfall or insects. Diseases are present in every old forest. Snags are usually a fire menace. It is part of the job of handling a timber use to reduce these hazards by getting rid, so far as practicable, of insect-infested, diseased, or dangerous dead trees, and especially by keeping fire out of the woods during and after logging and by disposing of the slash by the best practicable methods. This part of the job is not an end, but a means for securing growth. Its accomplishment must not involve the sacrifice of the new crop. For example, the cleaning up of slash by methods which leave the cut-over area waste can not be permitted. Methods must be used and requirements made of users which will remove the hazard and aid, not hinder, regrowth.

3. To grow the largest and best crop possible. It is not enough to grow some timber. We must grow all we can on the land, and grow the kinds and sizes most needed by the people of the country. The present cutting must, just so far as it is practicable to provide for it, result in a new stand better than the old in density, and in the proportion of the more valuable trees it contains. We want to make young stands grow faster by thinning them, wherever there is a chance to dispose of small material, rather than to meet such a need by heavy or clean cutting and reproducing the forest. Also, we want to grow the larger sizes of timber which will be most needed by the public in the future.

^a 4. To get mature or deteriorating timber put into use before it spoils and to secure the closest practicable use of the trees cut. A log saved is as good as a log grown. Part of the job in timber uses is to prevent waste, both in the

^a Amdt. No. 306, effective April 1, 1931.

use of the trees cut and by securing the cutting of trees or stands which are deteriorating from overmaturity, from insect infestation, or especially with dead timber, from rot or checking. As close use of timber as is compatible with sound economics is good business practice. It not only obtains for the owners—the public—the real value of their property; it also reduces the fire and insect hazard following a cutting. The limitation is the practical one of what material can be put into use without an operating expenditure, exclusive of profit and risk margin, depreciation, and other costs which must be incurred irrespective of the degree of utilization, greater than the value of the product. Operations in stands so inaccessible that large volumes of the timber can not meet this test should be deferred.

5. To obtain a steady and continuous yield of useful wood products from each national forest unit. The forests were created "to furnish a continuous supply of timber for the use and necessities of citizens of the United States." None will be cut out in a few years, leaving abandoned mill towns and sawdust piles as evidences of short-lived prosperity. This requires not only keeping cut-over lands in growth, but also the use of foresight in the rate of cutting. On forests or parts of forests where the demand for timber is large in proportion to the supply a plan of management must be prepared under which the use of timber, considering both old and new growth, can be maintained on a permanent footing. In planning for sustained or continuous timber use, our first duty is to provide amply for the needs of local wood users. This will often necessitate reserving areas exclusively for near-by communities or residents. Where the expected yield is larger than is needed for local uses, it is our job to furnish as stable and permanent a supply as possible for all industries fed by national forest timber, including manufacturing plants whose products are shipped into the general markets. This means that timber will not be placed on the market for new industries if the result would be to cut off an existing plant, satisfactory in its utilization of the products of the forest, from its raw material; and that the rate of cutting by an industry may be controlled when necessary to safeguard the permanency of the community which it maintains. To an increasing extent, the determination of where and how much timber will be made available for use, in order to salvage deteriorating stands, harvest mature crops, and secure continuous yields, must be planned definitely in advance. The present condition on many forests of awaiting the opportunity to dispose of the timber through the receipt of applications must be replaced by cutting budgets, covering place and amount by 5 or 10 year periods, in accordance with which timber will be disposed of.

6. To make the disposal of national forest timber an efficiently run business, meeting the practical requirements of logging and manufacturing industries as far as the foregoing aims permit. This calls for standardized up-to-date methods of appraising timber; for thoroughness, knowledge, and reasonableness in drafting contracts and use permits; and for fairness, firmness, promptness, and reasonableness in administration. The best practice that the experience and ability of the personnel of the whole Forest Service has developed must be applied in each case. Improvements in these practices are constantly being made. Every forest officer can contribute, through his experience and initiative, to that improvement, always keeping in mind the objects sought, and he should feel his personal responsibility for doing so.

Forms of Timber Uses.

There are six methods of authorizing the use of national forest timber. These are, in the order in which they should usually be given preference, as follows:

1. Administrative use. (See Regs. S-24 and S-25.) Timber may be cut for use in constructing improvements on the national forests. It may also be disposed of when its removal is necessary for the protection or improvement of the stand, as when there are present insect-infested trees, diseased trees from

which others may be infected, or dead trees or stands which are a fire menace. Administrative use also includes the disposal of timber the removal of which will distinctly improve growing conditions in the stand, as when thinnings or weedings are made. Administrative use is thus an opportunity, available to every district ranger and supervisor, of getting the stands in his charge in better condition as to both their safety and their growth, and the responsibility is his to take advantage of it. The difference between this use and ordinary sales is that the timber is used or disposed of because the forest, as a property, will be improved or better protected rather than because some user wants timber. For this reason, the limitations on other forms of timber disposal do not apply in getting rid of material for the betterment of the stand. For example, such material should be sold if it has any market value, and in selling it, the instructions concerning timber sales must be followed in all respects except that it can be appraised at any price which it will bring without consideration of the minimum stumpage rates for the forest. Similarly, if it has no market value and its removal can not be secured under the free-use procedure, it may and if possible should be given away without the limitations as to classes of permittees and quantities that govern in free use. It is important that whenever timber is disposed of for administrative reasons by sale at lower prices than are ordinarily permitted or by giving it away under conditions different from those outlined in the regulations and instructions governing free use, the record of the transaction shows clearly that it was an administrative use, and the reasons for it. (See instructions under "Forms for Administrative Use," p. 119.)

2. Free Use. (See Regs. S-26 to S-28.) The purpose of free use is to help local people by giving them timber for their own use. The timber given should be mainly the classes of material whose removal will benefit the forest either by reducing the hazard from fire, insects, or fungi, or by improving the condition of the stands through thinnings or through the cutting of undesirable species. Free use should be restricted more and more closely to these classes of material, and thus become a means of promoting the same objects as administrative use. Other classes of timber may, however, be disposed of under free use, in conformity with the regulations and instructions, where necessary to provide for the requirements of local settlers, miners, prospectors, and residents. Free use is restricted to these classes of permittees, as individuals, and to certain branches of the Federal Government.

3. Sales at Cost. (See Reg. S-22.) This is a special form of use provided by Congress for the benefit of settlers and farmers. Under it, any kind or class of timber whose removal is permissible under the management plan and approved silvicultural practice for the area may be sold to any settler or farmer for use on his farm at rates based on the cost of administering small sales in the national-forest district concerned. Where a demand from settlers and farmers exists, this special means of encouraging agricultural development will take preference over commercial sales.

4. Commercial Sales. This is the chief form of the use of national forest timber, and is the chief one through which the productive lands of the forests will be kept growing timber, and the grown timber put into use. When timber which should be cut for administrative reasons is sold at less than the minimum rates for the forest, it is a commercial sale, and should be handled accordingly with proper record of the administrative-use reason for the low price.

5. Timber Given in Exchanges. (See Reg. S-23.) The act of March 20, 1922 (42 Stat. 465) and various other acts authorize the exchange of national forest land or timber for privately owned land. If timber is given, it is to be cut under the regulations of the Secretary of Agriculture to insure continuous growth and the accurate determination of value. Administratively, such a timber right is a special form of commercial sale, and, so far as is practicable, will be handled under the same policies.

6. Timber Settlement. (See Reg. S-29.) Disposal under timber settlement applies only to national-forest timber necessarily cut in connection with other uses of national-forest land. If the conditions are such that payment for the material is required, it is a settlement for public property of value which is destroyed or cut as an incident to some lawful business undertaking, or, in effect, a forced sale. The standard utilization practice for the locality will be followed in finding the volume of timber involved, but usually silvicultural standards are not involved, as, for example, when the cutting is to clear the right of way for a railroad. The administration of this form of use, particularly in securing the abatement of fire and insect hazards incident to or resulting from the cutting, is often of especial importance.

Correlation of Timber Uses.

Except for timber settlement, which is of small importance, the disposal of national forest timber under the different forms of use can and should be planned for systematically. As the demand for timber becomes greater, it will be necessary to define the areas or the kinds of timber to which each form of use will apply more specifically than can be done by general regulations and instructions. In such cases, specific provision for supplying the needs of the users under each form of timber use should be worked out in the management plan, which will constitute standing instructions to the officers of the unit concerned. Clear-cut correlation of this sort aids in economical administration as well as being necessary for the proper harvesting of the timber crop. The definite location of free-use areas and of areas for sales at cost are common illustrations.

SERVICE POLICIES IN TIMBER USES

FUTURE GROWTH; REDUCTION IN HAZARDS; UTILIZATION

REG. S-1. No sale or other use of national forest timber will be authorized until the approving officer is satisfied that practicable methods of cutting are prescribed which will preserve the living and growing timber, promote the younger growth, reduce the hazard of forest fires and other destructive agencies, and secure as complete utilization of the various species and grades of material as the existing markets or the requirements of users permit.

Explanation of Requirements Must be Given Users.

The conditions under which users are permitted to cut timber must be set forth plainly in the contract or permit, and must be discussed fully with the user in advance. Subsequent complaints based upon a misunderstanding by the user of how the timber will be marked or designated for cutting, of the restrictions on his methods of logging, of the slash-disposal and fire-precautionary requirements of his contract or permit, or of the degree to which he must utilize the trees he cuts are evidence of failure on the part of forest officers to make the requirements of the service, in accordance with Regulation S-1, sufficiently clear in advance. This also applies to all other contract or permit conditions, such as those concerning payments, scaling, and special requirements in logging.

Except where cutting methods are fully understood from past experience, a sample area must be marked and the marking explained to the purchaser or permittee.

As an aid in expressing contract conditions clearly and concisely, standard wording for contract and permit clauses is given on Form 202 and in the manual under "Special clauses" for timber-sale agreements. Other clauses should be approved by the assistant to the solicitor before being used in contracts or permits.

Dispose of Deteriorating Timber First.

It is the policy of the Forest Service to get growth. To this end it is desirable to cut first, so far as is practicable, stands or trees which are deteriorating as the result of fire damage, disease, insect infestation, overmaturity, or other causes, and to put a new crop of growing timber on the land. The cutting of dead timber aids in securing growth through the removal of a fire menace and often in other ways. It is sound public policy to dispose of these classes of timber before deterioration makes the wood unusable or lessens the usable volume. The conditions and requirements of the contract or permit authorizing cutting will, however, safeguard future growth first, and secure the removal of all merchantable material of these classes to the extent possible under the circumstances without endangering future production.

The disposal of these classes of material will be planned for and will be pushed as rapidly as practicable, using especially the administrative use, free use, and sales forms of timber disposal.

A Definite Plan for Securing Growth Required.

Except as noted below, no sale or other use of national-forest timber will be authorized unless the cutting and logging will be done so as to insure a continuous growth of timber and to reduce the dangers to the new growth, especially the danger from slash fires. The only exceptions are (1) where the land will be used for other purposes than timber growing; and (2) where planting is necessary to reforest the area, as in some sales of dead timber from areas without reproduction.

A specific method of cutting for the area or for the type of forest involved must be approved by the proper forest officer in advance of the approval of the sale or other form of use. Detailed instructions for the guidance of officers on the ground, as to the methods of cutting various forest types, will be issued by the district forester.

Standard Silvicultural Practices.

Wherever it is practicable to reserve enough small, thrifty timber to provide a second cut in from 25 to 60 years, this will be done. This ordinarily means reserving from 15 to 40 per cent, in volume, of the present merchantable timber. In stands of overmature timber which is deteriorating or of mature timber of uniform age, clean cutting is usually necessary, but seed trees, involving usually from 5 to 10 per cent of the present volume and of the better species in mixed stands, will be retained, even if advanced reproduction of desirable species is present. Restocking cut-over areas by planting or seeding will not be planned for except under conditions so unusual that natural reproduction can not be expected, and then only with the approval of the Forester. Young, thrifty timber will not be cut except where a thinning is desirable to stimulate growth, or where exceptional and urgent local requirements must be met.

The Cutting of Inferior Species.

Inferior species of low value will not be pushed on the market in advance of recognition of their real worth and usability by consumers. The dwindling timber supply of the country will inevitably bring this recognition. Except in cases of serious deterioration, areas containing mainly species whose market value is little, if any, more than the cost of production will be reserved from sale until the market value of their products justifies stumpage prices ordinarily of at least \$1 per thousand board feet. Areas containing such species chiefly should be excluded, where practicable, from timber sales.

Where stands of mixed species are marked to secure a second cut, thrifty, growing trees of inferior species will, as a general rule, be cut no more heavily than similar trees of the more valuable species. The accomplishment of specific silvicultural results may modify this rule in some cases, however, as where the removal of a thrifty tree of an inferior species has the effect of thinning a group of similar trees of better species. In the discretion of the officer authorizing the cutting, all or any part of the sound, thrifty timber of inferior species may be retained under the marking instructions, but the overmature, diseased, and injured trees will be cut.

To secure desirable new growth on cut-over areas it is necessary in some types to cut down or kill trees of very inferior species which will prevent trees of desirable and valuable species from restocking the land. Advance growth of undesirable species, which chokes out desirable reproduction, may similarly have to be cut down or destroyed in the disposal of slash. The district forester's instructions for handling these types will standardize for each type the measures to be taken in such cases, after the general questions involved have been reviewed by the Forester, and the conditions of sale or permit will be drafted accordingly.

Destructive Methods of Logging.

The methods of logging permitted in timber uses must not prevent the accomplishment of the objects set forth in Regulation S-1. (See sec. 7, Form 202.) So far as practicable, marking and other measures to insure regrowth will be adapted to established and necessary methods of logging; but methods ordinarily used must be modified or changed, where necessary, in order to save from destruction or injury young, thrifty timber, seed trees which have been reserved, or desirable advance reproduction. In such cases, the less destructive of the known and practicable methods of logging will be required, and any additional costs will be allowed for in the stumpage appraisal. Logging with donkey engines will not be permitted, as a rule, in sales where animal or tractor logging is practicable. In some types, however, the destruction of a dense undergrowth of undesirable species may be desirable; and methods of logging which will accomplish this, and at the same time permit the saving of seed trees uninjured, should be permitted with the approval of the district forester.

The introduction of new logging methods in a forest type will not be permitted except after a satisfactory showing that they are no more destructive than the methods already in use in national forest cuttings.

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Cutting on Agricultural Lands.

The cutting of all merchantable material on lands classified for immediate listing as agricultural should be required in sale contracts and timber use permits, subject to the reservation of a sufficient supply of suitable material for customary improvements on each farm unit and, where necessary, such seed trees as are needed to assure the establishment of a new crop of trees. Merchantable timber will not be left to form the basis for a second cutting. Slash will be disposed of by the customary methods for the forest type. Such lands will not be left in a devastated condition pending their actual use for farming, to the extent that existing young growth can be preserved or new growth secured by the usual methods of slash disposal, nor will all seed-bearing trees be cut if additional reproduction is needed.

Precautions Against Logging Fires.

National forest timber is disposed of only under such conditions and requirements as safeguard the forest against the escape of fire during logging. These requirements are based on the maximum rather than the average hazard, for one fire at a time of extreme danger may destroy the results obtained over years of ordinary hazardous conditions. There must be developed an understanding in the minds of operators that the fire-precautionary requirements are absolute, not open to discussion, and not to be waived or put off in individual cases any more than the requirements for advertisement or payment for stumpage in advance. The prevention of fires is advantageous to the operator as well as to the owner of the land. Fires endanger his equipment, the logs or other products on which labor has been expended, and especially the continuity or even the permanence of the business. The suppression of a single fire often costs an operator more than the most complete precautions for an entire season. Most operators, therefore, are willing to adopt any precautions which the experience of either themselves or of the Forest Service has shown to be effective and needed. Those who are unwilling to do so should refrain from bidding for national forest timber, and bids from notoriously careless operators may be rejected. (See Reg. S-9.)

The standard fire-precautionary requirements will ordinarily be included in sale contracts and other authorizations for the cutting of small quantities of national forest timber as well as in those involving large amounts. Lumbermen who buy small amounts of Government stumpage intermingled with or adjacent to their private land must either conform with the standard requirements of the Service or log the national forest areas at a time of the year when there is no danger of fire. However, in the case of small, isolated tracts of timber, typified by the 40 of national forest land in the midst of a large alienated holding, or by a small quantity of Government timber which a private operator may reach purely as an incident in logging a large area of his own timber, district foresters, instead of insisting on the full standard requirements as to fuels and railroad equipment, may substitute other requirements which in their judgment will give equal safety or as nearly equal safety as it is practicable to get. In no case should the standard requirements be changed unless the district forester is satisfied that the danger of fires resulting from the use of other fuels or equipment will not create any exceptional fire hazard. There must be an understanding by the purchaser and by the forest officers that additional precautions are being taken in lieu of the standard requirements. For example, if oil fuel for locomotives is not required in a sale of a small patch of national forest timber, the thorough cleaning up of the right of way for an extra width and a greatly intensified patrol of the track during the period of logging will be insisted on. Further, if the standard requirements, or any of them, are ordinarily being met by private operators in the region, such as the use of fuel oil in locomotives by private operators in the Douglas fir type at present, there should be no substitution for such standard requirements, even in the case of small patches of Government timber.

The Forest Service regards the complete elimination of the wood-burning or coal-burning boiler as the only satisfactory ultimate solution of the fire danger from donkeys, track skidders, loaders, and locomotives. This will be explained to lumbermen, generally, as part of the Forest Service program for the prevention of lumbering fires within and without the national forests. The substitution of the internal-combustion engine for the steam boiler, as by the use of tractors instead of donkeys on ground suitable for tractor logging, is a step in this direction.

Each purchaser of national forest timber assumes as a contractual obligation (sec. 17 of Form 202) broad responsibilities for the prevention and suppression of forest fires. His employees constitute a source of labor and his equipment a source of special service for fire fighting to be paid by the purchaser if he caused or could have prevented the spread of the fire, or, for each calendar year not more than 1 per cent of the total value of the sale if the fire is on or within a specified distance of the sale area, even if the purchaser was not responsible for its origin or spread. In other cases the Government or the person responsible for the fire is to pay at current rates for fire-fighting labor or other services. Section 18 protects the purchaser against unreasonable demands for laborers for fires not on or threatening the sale area.^a

^a Amdt. No. 65, effective Oct. 1, 1927.

Specific requirements, explanatory of these broad provisions of section 17, are frequently necessary to avoid misunderstandings as to certain precautions which it is within the power of the purchaser to take and which the Government requires. The more important of these are:

1. The prohibition of smoking in the woods during the fire season. This is provided for by the last paragraph of section 17. Whenever a purchaser is required to forbid smoking by his employees, the sale area and as much additional national forest land as is necessary should be closed to smoking under Reg. T-1.

2. The furnishing or custody of caches of fire-fighting tools, in addition to tools carried on steam equipment. One or more such caches should be available on every sale where five or more men are at work during the fire season, except as district foresters may authorize the omission of this requirement for small operations in regions of extremely low fire danger, such as some of the national forests in Utah. The number and distribution of caches per unit of area or number of employees, and the number and kinds of tools in each cache will be controlled by standards established by each district forester for his district or for different parts of his district. The general policy is to have suitable tools readily available at all logging operations, both because of the extra danger of fires on sale areas and because of the need to equip logging crews with the right tools for fighting fires elsewhere. The district forester will also decide for his district or for different types of operations whether the tool caches will be furnished by the operators or by the Government, but in large-sized operations the tools and container should ordinarily be furnished by the operator.

3. The carrying of specified fire-fighting tools, a steam pump and hose on each piece of steam equipment. Each district forester will establish standard lists of tools and if desirable specify the type and location of container to be carried on different types of steam equipment, such as locomotives, donkey engines, loaders, or steam shovels, for the various forest types or regions in his district. The practicability of carrying bulky tools on some machines, such as some types of cranes or loaders, will be carefully considered. The requirement for a pump and a minimum length of hose, with nozzle, will be uniformly included. The experience of the Forest Service is that the use of an injector to force water through a hose is less satisfactory than the use of a good force pump. Injectors are less reliable and heating of the metal nozzle sometimes occurs. The requirement will therefore be for a steam force pump on each locomotive, donkey engine or other steam machine, unless one or more types of injector are found or devised equally reliable and satisfactory in use as a force pump in the judgment of the district forester, in which case the substitution of injectors of the acceptable type or types may be permitted, or unless the district forester is convinced that it is impracticable to carry a steam pump on the type of machine concerned.

4. The furnishing of fire-fighting tools in accordance with standards established by each district forester, in the woods, to be moved so that no employee of the purchaser will be working at more than a specified distance from such a tool cache. This requirement is in addition to those previously given, and applies especially to types of operations in which the laborers work at a distance from the general tool caches or from those carried on steam equipment. The need for tool caches in the woods and their practicability as a fire-precautionary measure varies widely with inflammability conditions, the scattering or relative concentration of the crew, and the kinds of tools carried by the woods workers for their regular jobs. The practice of some operators of having a shovel carried on each set of big wheels is an illustration of conditions which lessen the need for scattered tool caches.

5. For operations where 20 or more men will be working in the woods during the fire season, in the western yellow-pine type and all others of equal or greater fire hazard, the furnishing by the operator of at least one portable gas-engine pump and 1,000 feet of hose, to be kept in working condition at all times and to be tested before the opening of the fire season and at specified intervals during its continuance. Such pumps have demonstrated their usefulness in extinguishing or controlling fires set for clearing rights of way, burning slashings, and the like, as well as in general fire fighting. By their use, a reduction is obtained in the number of fires which get away after they have once died down or had a line put around them. The portable pump should be standard fire equipment on logging operations where there is reasonable opportunity for its use. This requirement is expressed in special clause 62. Its inclusion in contracts may be waived by the district forester for sales so located that water is not available, and in types less hazardous than western yellow pine; and its use may be required in contracts under which less than 20 men will be at work. In railroad operations the availability of water from the required tank car, even if water is otherwise

scarce or absent on the sale area, will usually make the requirement for one or more pumps desirable.

A portable pump will also be required at each sawmill cutting 20,000 feet or more daily, when set where there is possibility of fire escaping to woods of the above-mentioned types from sparks or from the burning of the mill; and for any mill of smaller capacity, or operating in other types, if desirable in the judgment of the officer approving the sawmill permit or authorizing operation under the terms of section 18 of Form 202. If the camp of the woods crew is at the sawmill, one portable pump only will be required unless the size of the operation or the fire danger are such that two would be required for the woods operation alone.

6. A moving patrol, during the fire season, of the portions of the sale area on which work is being done. This is a standard requirement for project sales, except as waived by the district forester in specific cases or for forests or regions of low fire danger, and will be included in large contracts generally, if not uniformly, in regions of high fire hazard such as most of districts 1, 5, and 6. The requirement is that the purchaser shall employ patrols to visit fallers or other small groups of workers at a distance from the larger crews, check up felling areas at noon and night, follow workers to camp, and cover any other points of danger, to make sure that no smokers' or other fires are left without attention. The patrol routes, etc., will be subject to the supervision of the officer in charge of the sale. District foresters will establish standards for the number of patrolmen and the periods of their employment according to the conditions in the several districts and forests.

7. The immediate carrying out by the purchaser of any emergency measures required by the supervisor during periods of exceptional fire danger, such as are often caused by low humidity, high winds, or both, or, if no other emergency measures are considered adequate by the supervisor, or if the purchaser fails to carry out fully the required emergency measures, the closing down of such portions of the operation as constitute unusual hazard, or even in cases where nothing less is adequate, the closing down of the entire operation, until the period of great and unusual danger is past. Special clause 61 will be used to express this requirement. It gives to supervisors the power to take and the responsibility for taking quick action to deal with known fire hazards during periods of emergency conditions of fire danger. The shutting down of any part or all of a logging operation is to be resorted to only if the requisite safety is not secured by requiring other precautionary measures, such as additional patrols, or if the supervisor can not devise additional precautions which will give the requisite safety.

Special clause 61 will be uniformly included in contracts for sales on which steam equipment, such as railroad locomotives or donkey engines, will be used and in other cases if needed in the judgment of the approving officer.

8. The use of oil as fuel for all steam boilers, except where clearly impracticable. District foresters may waive this requirement in cases where coal or wood are the only fuels practically available, substituting such other requirements as will give as nearly as possible equal safety. Oil fuel sets the standard, and will be required so far as its use is practicable.

The use of oil as locomotive fuel is a standard requirement, but may be waived by district foresters for logging railroads without broad-gauge common carrier connections, or under other conditions which make fuel oil practically unavailable, and where only small quantities of national forest timber are involved, as previously discussed. No substitution which creates a high fire risk can be permitted. No officer will approve a sample contract which does not require oil fuel without full consideration of the fire hazard in the region, the adequacy of the substituted requirements, and the feasibility of securing fuel oil by truck haul or other means if direct railroad connection does not exist.

The use of oil fuel in donkeys operating within short distances of tracks, track loaders, track skidders, cranes, and any other steam boiler machines operating under similar conditions will be a standard requirement for sales in which the oil is required as locomotive fuel. In putting this requirement into effect, operators will not be required to junk existing equipment which can not be adapted to burn oil, but present or prospective purchasers will be told that whenever such machines are replaced or rebuilt provision for the use of oil fuel must be made. Companies organized to operate within national forests should be required to have all such equipment of oil-burning types. The use of oil fuel in steam machines operating at a distance from railroad tracks will be required wherever the practicability of supplying them with such fuel has been demonstrated. The use of other power, such as the internal combustion engine, may be required when practicable if oil burning is not feasible for such equipment. The motor-driven steam shovel is an example.

9. The maintenance during the fire season of at least a screen spark arrester on oil-burning locomotives and, in the discretion of the officer approving the contract, on other oil-burning steam machines, especially those exhausting into the stack. This requirement is to prevent fires from soot and sand. Such locomotives or machines must be clear of wood coals before being operated. The sanding of locomotive flues will be prohibited within national forests, or restricted to designated stretches of track where the character of the ground or a thorough cleaning of inflammable material for a distance of at least 100 feet from the track make it safe. The clearing from rights of way and machine settings of inflammable material—especially dead wood—and snags in advance of use and so far as practicable in advance of the fire season, will be required uniformly, but the width of the cleared strip along a railroad track may be reduced to 50 feet, or even, in unusual cases, to 25 feet on each side of the center of the track, except for stretches designated for sanding flues, instead of the 100 feet or more required if other fuel is permitted.

10. If the use of wood or coal is permitted as locomotive fuel, the use of a spark arrester satisfactory to the forest officer in charge (who will require as satisfactory a type as is known), the clearing up before use of the right of way for a width of at least 100 feet on each side of the track, patrol after each locomotive during the fire season except as waived by the district forester, and the carrying of fire-fighting equipment, including force pump, hose, water supply, and tools.

11. If the use of other fuel than oil is permitted for track loaders, track skidders, cranes or similar engines, requirements similar to those which are standard for wood or coal burning donkeys and locomotives, adapted as may be necessary.

12. If the use of oil for donkey fuel is not practicable for all or part of an operation, as for machines beyond practical oiling distance from railroad tracks, the desired standard of safety is to have the donkeys exhaust outside the stack. If a type or types of spark arrester equal in safety to the outside exhaust can be found or devised, the Forest Service will accept, as satisfactory, the inside exhaust with the use of such type or types. Cooperation with lumbermen and equipment manufacturers in finding or devising effective spark arresters that are not made useless by oversights of workmen, or by the rapid wearing out or displacement of parts, will be invited.

For the present, each district forester will establish for his district standard requirements for wood-burning donkey engines. Where the practicability of operation with the exhaust outside the stack has been demonstrated, the requirements may be that: (1) All donkeys newly purchased, either to equip newly organized companies or as additional equipment or replacements in going operations, shall exhaust outside the stack during the fire season; (2) that, if a purchaser now has donkeys which can not be used except with the exhaust inside, the replacement of such machines with outside-exhausting donkeys must be completed by a specified date; (3) that if any form of forced draft is used in any outside-exhausting machine, a spark arrester satisfactory to the officer in charge will be maintained on the stack. Notice of these requirements will be given to operators in the region who are not yet buying national forest timber but who may logically be expected to do so in the future, with the statement that after a specified date, fixed with reference to the reasonable physical life of their equipment, donkeys exhausting inside the stack will not be permitted on national forest land during the fire season.

Where the operation of inside-exhausting wood or coal burning donkeys or other steam logging engines is permitted, the requirements will include: (1) The use and maintenance in good condition on each machine of a spark arrester of as satisfactory a type as is known; (2) the employment of one or more special men for each machine to watch for sparks during operation, if and when needed in the judgment of the officer in charge; (3) the employment of watchmen at noon and at night; and (4) the cleaning of the donkey settings, as specified elsewhere.

13. The movement, during the fire season, of donkey engines and other steam logging devices by railroad so far as is practicable, and otherwise only under such precautions as the forest officer in charge may require. The movement of donkeys at night, when the humidity is usually greater than in the day, is frequently a desirable precaution, and patrol behind a donkey moving by its own power and having no exhaust in the stack will be uniformly required if the forest is dry enough to burn. During periods of unusual danger there should be no movement of donkeys by their own power. (See special clause 79.)

14. For logging railroad operations, a uniform requirement for a tank car kept full of water and stationed where it may be readily picked up by a locomotive for movement to any part of the line. This requirement may be waived only by the district forester in cases, if any exist, where it is unnecessary. The equipment of the tank car with a gasoline-driven pump and hose, instead of depending on the steam pump on the locomotive, may be required in the discretion of the officer approving the agreement. Some operators prefer to have the tank car equipped with a heavy gas or Diesel engine both for motive and pump power, and this may be accepted as satisfactory, in the discretion of the district forester, if the capacity of the tank and the speed of movement, considering the grades on the logging railroad, will give results in suppressing fires at least equal to the standard requirement.

If different parts of an operation will be separated so that one tank car can not be used on all tracks, as when an incline will be used in logging part of a sale area, two or more such tank cars may be required.

15. For railroad and machine logging sales, the cleaning up of the right of way, donkey settings, or other areas on which fires are especially likely to start. The object is to remove inflammable material so that sparks from any source will not start fires, and so that fires which do start will not gain headway. Slash, snags, decayed wood, and dry grass are especially dangerous. For railroad rights of way in use more than one fire season, at least an annual disposal of inflammable material is necessary in most parts of the country.

The width of the strip to be cleared along a track or the radius of the circle to be cleared around a donkey setting will be determined for the different conditions in each district by the district forester, subject to the minimum widths for clearing along railroads using oil and other fuels previously given.

16. A requirement that operations shall be planned so as to permit burning incident to the clearing of rights of way or donkey settings to be completed before the beginning of the fire season, unless waived by the district forester in cases where it is impracticable. This requirement is necessary for the protection of national forest interests. (See sec. 6 of Form 202.) While it has been demonstrated that clearing can be done during the fire season without having the fire escape if special precautions, including burning at night and the use of water to extinguish embers, are taken, the safer thing is to secure the clean-up of all rights of way which will be used during a fire season before that season begins. Similarly, no chances should be taken with the clearing of donkey settings.

17. The prohibition of the burning of refuse, brush, slash, or débris of any kind, or, in other words, of any trash burning in the open, and of fires for warming chute grease or for similar purposes during the fire season, without the written consent of the officer in charge of the sale, and then only under such conditions and with such precautions as he may require.

18. The furnishing of special transportation for fire fighters in emergencies arising from forest fires.

The requirements will be plainly stated in the contract, stipulation, or permit and complete compliance with them will be insisted upon. Sales will not be made to operators who do not have or can not obtain equipment which meets the standard fire precautionary requirements for the region. (See Reg. S-10.)

The Disposal of Slash.

Requirements designed to reduce the fire danger from slash created by the cutting of green timber are a necessary insurance against loss of the new growth and trees left standing. These requirements are as essential on small cuttings—on free use areas, for example—as in large timber sales. Avoidable fire traps must not be created in the national forests, and this means the cleaning up of small amounts of slash, as well as large ones. An effective method of slash disposal adapted to the actual hazard is therefore an essential feature of every timber use contract or permit.

The objects of slash disposal are to make more certain the growth of another crop of timber on the cutting area and to protect adjoining timber. It is essential that the method used shall not defeat these objects either through the destruction of young trees of desirable species already present or through the spread of fire. Failure on the part of forest officers to obtain a satisfactory re-growth on cutting areas through delay in burning slashings or carelessness in the season or method of burning is a very serious breach of duty. The escape of fire during or as a result of brush burning is *prima facie* evidence of incompetency on the part of the forest officer in charge.

Slash disposal is considered by the Forest Service as a part of the logging operation. It is therefore done by the operator or at his expense. The cost is an item of operating expense in appraisals, and consequently the price paid for the stumpage is fixed in consideration of the work being done by the operator. In unusual cases, and then almost exclusively in small sales, burning of piled brush can be done by forest officers without additional expense to the Government, but only in these cases should the operator not do or pay for the entire job.

On areas where selection or other methods of partial cutting are employed, the standard brush disposal method of the Forest Service is by lopping and piling in compact, well-rounded piles, with the small stuff at the bottom of the pile, for subsequent burning by the operator or at his expense. The location of the piles so that they can be burned without injury to reproduction and standing trees is of great importance. When the piles are being burned, the real purpose of the work must be kept in mind constantly, and individual piles or small groups of piles, which can not be burned without killing or seriously injuring reproduction or standing trees, should be moved to where they can be burned, or left unburned.

Clean burning, controlled by fire lines or other effective barriers, but without piling, may be employed on areas where there is no desirable young growth worth saving and where it has been demonstrated that satisfactory restocking, either from seed in the ground or from seed trees, will result; but this method must be applied at the right time so that a new crop actually follows, and should never be used after partial cutting. Its use is therefore confined to a few forest types, notably Pacific Coast Douglas fir.

Where the fire risk is so low, as shown by the fire record of the forest or region, that the existing fire danger will not be materially increased by this method, the lopping and scattering of the slash may be permitted, provided that adequate barriers or fire lines exist or are cleared of slash at such points and at sufficiently close intervals to make practicable the prompt control of any fire that may start. The slash should always be piled and burned on broad belts covering and surrounding any points or lines of danger, such as around camps or along railroad lines or roads. In addition, similar wide strips should ordinarily be cleared surrounding and gridironing the area, especially in coniferous forest types. Lopping and scattering the slash should not be done except where the fire risk has been proved to be low, but if this condition is met, it may be used with quickly rotting species, or where the soil is seriously in need of being built up with vegetable matter, or where the presence of the slash helps in securing a stocking of desirable seedlings. It is also useful sometimes as a means of checking erosion on slopes, pending the restoration of a full forest cover. In all cases of doubt whether the fire risk is low enough to justify the use of this method, piling and burning should be required.

Slash disposal is a part of the logging operation, but where necessary in order to secure effective results, it may be done in whole or in part by the service at the expense of the operator through deposits in the cooperative work fund. The service may undertake to handle only the burning of the slash or both the piling and the burning. In either case, the maximum liability of the operator for the work will be specified in the agreement, based on the allowance for this item in the appraisal.

Unless contracts provide that any excess of the deposit over the actual cost of doing the work will be returned to the purchaser, the excess will be retained in the cooperative work fund of the forest, for use in disposing of brush on sales providing for cooperative brush disposal where there is a deficiency in deposits. (See special clause 49.) Actual costs include a reasonable charge for overhead, based on past experience. This is usually determined by taking a percentage of each deposit and using the sum so obtained to defray overhead costs properly chargeable to slash disposal.^a

^aAmdt. No. 47, effective April, 1927. (13-S)

Supervisors are authorized to transfer cooperative funds deposited for brush disposal from any sale which does not provide for the return of excess deposits to any other sale on their forests. Ordinarily transfers of such deposits will not be made between forests, but district foresters are authorized to approve such transfers when in their opinion conditions warrant.^a

If conditions are such as to make it uncertain whether the best results can be obtained by having the operator dispose of the slash, the agreement or permit may provide for the taking over of this work by the service during the life of the operation, if found necessary, with the customary deposits by the operator in the cooperative work fund. (See special clause 49.)

Under special conditions, the best results in securing new growth and in protecting it through the period of extra fire danger following logging may be secured by partial slash disposal and intensive patrol of the cutting area during the five or more seasons after cutting. When authorized by the district forester for a specific case or for a forest type or region, the agreement or permit may require the operator to make deposits in the cooperative work fund, in accordance with the allowance for slash disposal in the appraisal, sufficient to enable the service to pile and burn the brush near points or lines of special risk, and on fire lines gridironing the area, if necessary, and to maintain an intensive patrol of the cutting area so long as the remaining slash constitutes an extra danger. (See special clause 51.) Also where special protective and silvicultural measures must be taken, such as cutting snags or diseased unmerchantable trees, girding or slashing unmerchantable trees of very inferior species, or destroying advance growth of undesirable species, this work may also, with the approval of the district forester, be assumed by the Forest Service with funds deposited by the operator in the cooperative fund.^a

The service will, as a rule, undertake the job of slash disposal and similar work only in cases where the results in reproduction and protection from fire will be distinctly more satisfactory than if the work is done by the operator. Before undertaking this work in whole or in part it must be demonstrated that suitable labor can be obtained at the right seasons, that the job can be well handled in connection with other service activities, and that it can be kept up to date, if undertaken. The same results can often be secured by close supervision of the slash disposal work of purchasers, and by careful advance planning of its execution on different parts of the sale area. The felling of snags and diseased trees can usually be done by the purchaser satisfactorily and should be handled by the service only in unusual cases.

The district forester, subject to general instructions from the Forester, will define the methods of slash disposal to be used, in accordance with the foregoing policy, on each forest type and for each broad set of conditions in his district. Slash disposal clauses applicable to the more usual conditions are given as special clauses 46 to 56.

The Elimination of Snags and Diseased Trees.

Dead trees or snags are usually points of grave danger in case of fire. It is the policy of the service to require users to cut all snags of sufficient height to constitute a menace in case of fire, and this policy should be uniformly applied except where the fire danger from the snags is negligible or where the cost will be prohibitive. The officer approving a contract or permit must accept the responsibility for the omission of a snag-felling requirement, either on the basis that it is unnecessary, because of absence of risk or because of the certainty of prompt removal by other users, or that it is impracticable to get them all cut. As a guide only, and as applicable to the fire danger under average conditions in the western yellow pine type, a cost of snag-felling as high as 5 per cent of the stumpage value, both figured on a per-acre basis, should not be considered prohibitive, but any limit of this character should be varied in specific cases in accordance with the fire danger.

^aAmdt. No. 47, effective April, 1927. (14-S)

All forms of timber use give opportunity to rid the forest of dangers to future growth and to adjacent timber in the form of diseased trees. The many forms of rot, mistletoe, etc., which steadily and greatly reduce both the quantity and quality of timber in the national forests can be eliminated only by cutting out the infected trees. Every diseased tree cut removes a source of infection for other timber, usually removes a future snag, often gives room for better trees to grow, and frequently puts into use some material which would otherwise be wasted. It is therefore the general policy of the service to require users to cut all diseased trees as well as snags, and to utilize them to the extent they contain merchantable material. It must be clearly understood, however, by all forest officers, that ridding the stands of disease is secondary to securing future stands and new growth, which always comes first. It may be necessary to leave partially rotten trees where they are the only seed trees available; and the eradication of diseases like mistletoe must not be carried to the point of skinning the land, like cutting necessary seed trees or clearing out classes of young timber which would normally be retained.

The enforcement of the snag-felling and diseased-tree policies usually necessitates an allowance in the appraisal for the cost of doing the work, and therefore a compensation to the purchaser in the form of a lower stumpage rate than would otherwise be fixed by the appraisal. Where the number of snags or diseased trees is very large, the requirement for their removal may be limited to a specified average number per acre or to a maximum number. (See special clause 82.) In such cases the aim will be to concentrate the work, especially snag felling, on strips or other definite portions of the cutting area where the work is most needed.

In timber uses extending over one or more fire seasons snag felling must be brought up to date before the beginning of each such season.

The free use and administrative use procedures give wide opportunities to secure the removal of snags and diseased trees by themselves, as well as in connection with the removal of living sound timber. Every forest officer should take full advantage of these opportunities.

The Removal of Insect-Infested Timber.

Trees harboring broods of tree-killing insects, especially bark beetles, differ from snags and diseased trees in that cutting alone is usually not enough to remove the danger; and the action must be taken promptly, while the insects are in the tree. The killing of the broods is the first objective. Secondary results are the removal of a future snag and, where practicable, the utilization of the timber. The infested portions of the tree must usually be peeled when cut and sometimes the bark must be burned, or the logs must be removed promptly and the insects destroyed by the burning of the slabs or by other means in the course of the manufacturing. Every forest officer should be able to recognize the signs of infestation by the dangerous insects common in his region, and to distinguish between trees harboring broods and those which the insects have left and which are snags in the making. The Bureau of Entomology should be relied on for the identification of the particular insect involved, in case of any doubt, and the publications and advice of that bureau used to determine what treatment is necessary and how it can be made most effective.

An extremely important part of the examination of the timber in advance of any timber use is the determination of whether the area contains dangerous insect-infested trees. If it does, whatever the size of the infestation, the contract or permit should provide for the prompt elimination of the danger. Special clause 83 may be used, or other clauses may be drafted as needed to meet effectively specific conditions. It is the policy of the service to take advantage of its opportunities in timber uses to reduce the losses from insects. This includes the use of the free use and administrative use procedures to clean out groups of infested trees or even single trees.

Grazing and Reproduction.

The growing of timber on the national forests must take precedence over the utilization of their forage. It is the policy of the service to restrict grazing on sale areas as far as may be necessary to insure the establishment and growth of a satisfactory young stand. Similar restrictions will be put into effect where necessary to secure and protect reproduction on burns or other denuded areas. The determination of what changes, if any, in the grazing use are necessary is an important part of the examination in advance of a timber use. In some cases the exclusion of grazing animals or changes in the grazing use should be made some years in advance of cutting, and there must be the closest correlation between the grazing plan and the management plan as to the order in which areas will be cut and as to the grazing changes to be made to secure and protect the reproduction. If there are serious administrative difficulties in putting into effect immediately the complete regulation of grazing necessary for the best timber growth, on account of the hardship that local grazing permittees would suffer, the cutting should be deferred and an immediate start made to adjust the grazing use to the requirements of regrowth. A definite plan of grazing administration must be worked out which will give the needed protection as soon as practicable, to make the present stand available for cutting.

Close Utilization of Cut Timber.

^a In all forms of timber use, the removal of material of the species, sizes, and grades that can be utilized directly by the purchaser, or can be handled by an efficient operator for his market without loss on the basis of operating costs (exclusive of profit and risk margin, depreciation, and felling or other costs which must be incurred irrespective of the degree of utilization) will be required. The removal of poorer material may be required for silvicultural or protective reasons, but otherwise will usually be made optional with the operator. Where the accomplishment of silvicultural or protective objectives does not control, the prevailing standards of utilization in the best managed private operations in the region, with adaptations for differences in accessi-

^aAmdt. No. 307, effective April 1, 1931.

bility, furnish a guide to what should be required in national forest timber uses, but must be supplemented by careful studies of logging costs and selling values for the particular body of timber involved in each case. It is the general policy of the Forest Service to obtain the closest utilization economically practicable, in the interests of the conservation of timber, even if the same stumpage returns might result from contract conditions which would permit less complete use of the material in the trees or stands.

Every timber contract or permit should set forth definite utilization requirements with which the user must comply. These should cover—

1. A standard rule for stump heights, which ordinarily should be from 8 to 12 inches, depending upon the size of the timber and subject to the discretion of the forest officer. Stump heights up to a maximum of 48 inches may be specified for species characteristically swell, shaky, or pitch butted. Stump heights up to a maximum of 48 inches may be permitted in lieu of long-butting after felling, except when this practice tends to increase loss from breakage. (See special clause 42.) The long-butting of particular species, like western larch, to remove pitchy or shaky material, may be allowed to an extent which does not reduce the net scale of the trees in merchantable timber; but this matter must be closely checked from the actual manufacturing and marketing conditions which determine the merchantability of such material.

2. A standard rule for minimum top diameter which will be followed by the operator to the extent that the timber included is actually merchantable and subject to the discretion of the forest officer. The removal of smaller material will usually be made optional with the purchaser. It is essential to remove as much small and defective material as possible for protection from fire and insects. Free removal of material which can not be disposed of otherwise should be permitted in the discretion of the regional forester; but as a rule the service should retain the right to designate a stumpage rate for such material if it should acquire a market value sufficient to justify such stumpage rate. The free use of unmerchantable material for fuel or sale improvements without charge should be permitted uniformly.

3. A definition of a "merchantable" tree, with especial reference to dead or defective trees, in order to distinguish between trees which will be counted against the limitation of the number of snags and diseased trees the purchaser is required to fell, and trees which, though partially defective, he must cut without reference to this limitation. The standard practice of the service is to require the cutting of dead and diseased trees which contain one or more merchantable logs with a net scale of not less than one-fourth of the total volume of the tree; but this standard may be varied for species which are of exceptionally high or low stumpage value. As far as possible, however, the cutting of all other diseased trees and snags will be required with the removal of their merchantable portions, and with an equitable allowance in the appraisal for the cost of doing the work.

4. A standard limitation on the extra lengths of saw logs for trimming in manufacture. This will be determined in consideration of the method of transportation to be used and the size of the timber. For most railroad operations, 3 inches trimming allowance for logs 16 feet or less in length is ample. If logs are to be driven, 6 inches may be necessary.

Every timber sale contract, and use permit to the extent needed, should also contain a specific definition of what material is regarded as "merchantable" (i. e., whose removal is required), under its terms. This definition should cover:

1. The minimum length and top diameter of the log or piece.
2. The proportion of net to gross scale in the case of saw logs.
3. The handling of particular kinds of defect, which may affect merchantability, in scaling.

In sale contracts, the removal of any material unmerchantable under the terms of the agreement, for which no prices are specified, will be allowed with-

out charge, in the discretion of the regional forester. Purchasers should be given 30 days' notice in advance of a requirement to pay for such material.

In sales where the same species will be cut into several kinds of products having different values, such as saw logs and hewn ties, or saw logs, poles, and posts, the contract should require that logs or pieces will be utilized for the product to which they are adapted carrying the highest stumpage price and in any event will be charged for as such products. Special clauses are frequently needed to define this requirement in specific terms. (See special clauses 25 to 29.)

Utilization of Minor Products.^a

If the market or the requirements of users will not absorb the entire cut of certain products in a sale or group of sales or other uses, a minimum amount of each class of material should be specified which the operator must cut and remove. It should be provided, however, that this requirement may be waived by the regional forester in whole or in part upon a showing that such material can not practicably be marketed or used. (See special clause 22.) The removal of certain products whose market is variable and uncertain should be made optional with purchasers. (See special clauses 21, 23, and 24.)

The removal of material unmerchantable under the terms of the contract because of defects, but for which no prices are specified, will be allowed without charge, in the discretion of the regional forester. The utilization of such products in sales depends upon their *salability* and is practicable whenever the operator can log and sell such material at a reasonable profit, considering only current operating costs, exclusive of the depreciation and maintenance of the investment. The cutting of small trees for silvicultural reasons, however, may be required or may be provided for by cooperative deposits under the act of June 9, 1930, with an equitable adjustment of the stumpage rates for the major products.

The utilization of the main products of the sale, like saw logs or ties, on the other hand, is governed by their *merchantability* as specifically defined in the contract. This is not based upon the profitable marketing of an individual piece but of the class of material taken as a whole. It is not affected, therefore, by changes in market conditions and can be altered only by modification of the contract.

^aAmdt. No. 308, effective April 1, 1931.

MANAGEMENT PLANS, SUSTAINED YIELDS, AND COMMUNITY AND INDUSTRIAL STABILITY

REG. S-2. The Forester shall have prepared and shall approve plans for the disposal of national forest timber, as such plans are found to be necessary, to insure by practicable units the production of a continuous supply of timber for the use and necessities of citizens of the United States. The Secretary of Agriculture will prescribe from time to time, upon data furnished by the Forester, the maximum amount of matured and large-growth timber which may be cut by years or other periods on each national forest, and any plan for the disposal of timber approved by the Forester shall not be incompatible with the limitations so established for the forest concerned. The Secretary of Agriculture will also issue such instructions as may be necessary in specific cases to insure an adequate and permanent supply of forest products for local requirements, or for established industries dependent upon national forest timber or to promote the welfare of local communities dependent upon national forest operations for employment. Unless prohibited by specific instructions from the Secretary of Agriculture, timber lawfully cut on any National Forest may be exported from the State or Territory where grown.

Purpose of Management Plans.

It is a fundamental purpose in the administration of the national forests to make the timber upon them, both the present and the future crops, contribute the most to the welfare of the country. To do this requires simple plans for the disposal of timber so as to secure permanency and evenness of output by logical and practicable units, which may or may not coincide with the administrative boundaries of forests. Action in accordance with these plans gives stability in the amount of the timber crop cut. This in turn gives stability to the business of cutting and manufacturing the crop and to the availability of the products to the people of the country for use. Only by having the experience and knowledge of supervisors and other local officers embodied in a program for future action can consistency in the handling of timber uses be secured as personnel changes occur. The organization of the timber use, according to a definite plan, is also necessary for the efficient handling of the timber crop, particularly as a means of systematically securing the cutting of those stands which are most in need of cutting and regeneration, such as stands of diseased, overmature, or otherwise deteriorating timber.

The Working Circle.

For forests or parts of forests on which the present or probable future demand is large in proportion to the supply, it is necessary to decide what working circles shall be defined. A working circle is an area for which a separate management plan is or will be practicable and necessary in carrying out the policies of timber disposal for the forest. Ordinarily it is an area from which permanent and continuous production is to be secured, as for the timber supply of a specific community or group of industries; and the purpose is to manage its timber so that the portion first logged will be ready for logging again when operations have covered the rest of the unit, thus giving a constant and stable output of material, opportunity for employment, and revenue. On such a working circle, the timber is cut as fast, and only as fast, as it grows, once the surplus of old timber is removed or the deficiency of merchantable stands made good.

The size of a working circle is ordinarily determined by topography and transportation lines. In many cases, a timbered watershed has a community in it or at its lower end, and it is obviously good policy to organize the disposal of timber for the watershed so as to keep the community permanent, both for the benefit to its inhabitants and as a permanent market for national forest products. In general, the working circle should be as small as will permit practicable operations with permanent and continuous production under present or confidently expected logging and transportation methods. On this basis the sizes of different working circles vary widely, according to the policy to be carried out, the market, the topography, the character of the timber, and present or practicable transportation facilities.

The Management Plan.

A management plan is a statement of how the policies of the Forest Service are to be applied in a given working circle, with a definite program of action, in accordance with the policy adopted, for a specified period in the future. It expresses the objective to be attained in timber management on the unit, thus giving the necessary basis for consistent action over the long period necessary to grow a timber crop. During such a period, the officers responsible for the production, protection, and harvesting of the timber crop may change. Marketing opportunities or transportation facilities may become radically different, thus influencing greatly the intensity of silvicultural practice and the practicability

of logging certain areas or in stands of certain characteristics. Fires or disease may necessitate revisions of plans for action. A stable policy, aimed at the accomplishment of known and unchanging objectives, is the basis for consistent efforts in spite of these changes. The program for action during the next 5 to 20 years controls the progress toward the attainment of those objectives, or the carrying out of that policy, for that period.

Management plans are needed not only for areas from which existing industries are drawing timber in quantities approaching the possible sustained yield but also for those which it is proposed to open up on a large scale, with the possibility of the area being cut out at a more rapid rate than sound management should permit. In other cases, a plan is needed to correlate present action with desirable future developments; and in still others, a plain statement of specific opportunities for making the national forests of greater service to the people of the region and of the Nation through a greater but allowable use of national forest timber brings out the responsibilities of the forest officers to secure that larger use, and, with the removal of doubts as to the possibilities of continuous operation on the enlarged scale, latent salesmanship is stimulated and the benefits secured.

In the absence of conditions which make other action necessary, such as the presence of large quantities of deteriorating timber, the two immediate main aims of management plans will be:

1. To determine, after a careful survey of the entire situation and a weighing of all factors, what the cut from the working circle should be for a given period of 5 to 20 years next following. The Forest Service is committed to a sustained yield policy wherever such a policy is possible of being put into effect. There will be, nevertheless, allowable exceptions. Ordinarily, the cut for the next period will be fixed at a figure which gives assurance that at least this rate of cutting can be maintained in succeeding periods, except as the gradual removal of deteriorating timber or of a surplus of mature timber may make a small reduction necessary.

2. To prepare a cutting budget or determine from what stands this cut will be obtained during the next period, giving especial consideration to the needs of local users, to the silvicultural needs of the timber in the stands now merchantable, and to the effect of the proposed operations on the practicability of desirable future operations.

The possible sustained yield will be determined by the more simple methods, such as the area method where the character of the timber makes that method applicable. There is a lack of middle-aged timber on many forests at present, and in such cases the immediate problem is not to fix a sustained yield on the basis of calculations of possible growth, but to distribute the present merchantable timber over the time prior to the date when the present young timber will have reached merchantable size and will be ready for cutting. This is equally true for many western national forests with most of their timber-growing area covered with mature timber and for some national forests in the East composed chiefly of young stands.

It is usually necessary, in determining the sustained yield, to assume a rotation or age at which stands will be cut and reproduced. This will not be less than the rotation of greatest volume production or greatest mean annual growth considering volume in terms of the chief product to be produced such as saw logs or hewn ties. The rotation assumed may be longer if it appears that the public interest will be best served by growing timber of a larger size or better quantity than would be produced under a rotation of greatest volume production.

The cutting budget is the summation of the data, policy, and permissible cut in the form of a program of action. It states where the cutting will be done. It is at once a limitation on and an opportunity for the officers who carry out the plan, since no other timber will be cut, except insignificant amounts for local use and to meet emergencies, and the cutting of the timber listed in the budget is desired and should be secured.

Management plans should be simple. They should be plain, concise statements of the existing conditions in connection with timber disposal on the working circle, and the supervisor's common-sense answer to the question of what he proposes to do, in view of those conditions, to carry out the policies of the Forest Service. Detailed data supporting the statements of fact should be put in an appendix. The cutting budget for the next period is, properly speaking, the plan, since the disposal of the timber so listed and of only that timber is the action to be taken. Often there is also need for a statement outlining the correlation of other activities, such as road building or grazing adjustments, with the timber use planned for.

Once prepared and approved, management plans have the force of orders, and must be followed until changed with the approval of the Forester. They will be revised as needed and, like all plans, are things of constant growth and development as conditions change. It is essential that they be thoroughly understood by the officers who have the duty of carrying them out, and to this end will be prepared by the supervisor with the assistance of his force, including temporary assignments of men from the district force if necessary, and should embody the supervisor's constructive thought.

In very few cases will it be possible to have a complete timber survey made by a special crew in advance of the preparation of the plan. Every forest officer should, therefore, take advantage of every opportunity to secure information concerning the timber resource on the land in his charge, and especially to locate and cruise stands which need cutting. The systematic assembly of data for management plans in the supervisor's office is essential. The file should show at any time the most important additional data to be secured at the first opportunity. Each forest officer can contribute to this constantly growing file of information, and it is his duty to do so in addition to carrying out assignments which may be given him to secure specific data. The aim should be to get into this compilation everything that a supervisor would like to find on going to a new forest, as representing the accumulated experience and information secured by his predecessors in regard to the timber situation.

Management plans and revisions which change policies will be approved by the Forester. A modification or revision which does not involve changes in policy will be approved by the district forester, and a copy will be sent to the Forester for information. The plans are carried out by the local forces. They thus give opportunity for further decentralization in timber-use administration, since specific cases can be handled in accordance with policies and plans already approved.¹⁴⁸

Policy Statements.

The degree of intensiveness and completeness of plans should be consistent with the conditions on the forest. For forests or parts of forests where conditions do not justify the immediate preparation of a management plan, at least three steps will be taken now. These steps are (1) a clear-cut statement defining the primary purposes to be accomplished in the management of the timber resources of the forest; (2) a statement of the policies to be followed in the silvicultural treatment of the various forest types; and (3) a statement of the policies to be followed in handling applications from present or prospective industries or users, and in getting a desirable volume of timber use. The last includes a list of the areas most in need of cutting in order that, as opportunities to sell timber occur, sales may cover those areas first so far as is practicable.

For convenience, this statement and list of cutting areas is called the policy statement for the forest, to distinguish it from any more detailed management plan. As the latter is prepared, the policy statement is incorporated in it.

The essential points to be covered in a policy statement are:

1. A brief description of the facts concerning the timber resources of the forest and their present or prospective use. For convenience in description, as well as because it is an essential step in future management, it is desirable if possible to start out by dividing the forest into its component working circles. For each working circle there will be given a description of the topography and reasons for the recommended boundaries; the volume of timber by species and types, with a brief description of the distribution and area of the age classes and of the silvicultural condition of the older age classes; the ownership of land, with a brief discussion of its bearing upon land exchanges and the future disposition of Government timber; a description of the existing or anticipated transportation facilities; a discussion of present and future markets and demand with their relationship to the disposition of the timber; a statement of the special needs or requirements of local communities either for material or for an opportunity for labor; and a statement of the relationship of present or probable market and utilization requirements to silvicultural practice.

2. *The objects of management.*—The purposes to be accomplished in the management of the timber resource will be stated clearly and concisely, in the order of their importance. These can be expressed for the forest as a whole, if uniform for all working circles, or separately by working circles.

3. *The silvicultural policies.*—The treatment to be given the various types through cutting in timber sales or other uses will be stated concisely, with particular attention to the kinds of material to be grown, the limitations on the sale of special products or of single species, and the condition in which stands of the various types and age classes are to be left after cutting. This statement must be drafted with careful consideration of the kinds of material which are now or are confidently expected to be marketable. For example, it is necessary in some cases to adopt a policy of refusing sales to industries which will take only certain products or species, such as cedar products in some Pacific coast national forests.

4. *The sale policies.*—The extent and character of the sale business which it is desired to establish, the means by which its development will be encouraged, and the limitations necessary to make the local policies conform with service policies will be stated as plainly as possible. The data will seldom permit more than a rough estimate of the allowable annual or periodic cut from a working circle, and the limitation established should be regarded as a safeguard rather than as an objective in volume of business. The size of operations necessary to make logging practicable, the protection of local supplies and of established industries, the prevention of monopolies, the development of permanent transportation facilities for the region as well as for national forest timber, and the efforts to be taken to encourage new business undertakings based on forest timber may be important points to be covered. Usually it will be impracticable to draw up a cutting budget for a definite period, but it will always be possible to state what particular bodies of timber should be cut first because of their overmaturity or poor condition, and to outline the efforts to be made to secure their utilization and regeneration.

A small scale map showing the boundaries of the forest, the division into working circles, blocks, and other management territorial divisions will form a part of each policy statement. The base maps of the forest usually show as much of the topography as is necessary to justify the division into units, and the necessary data concerning transportation facilities, location of utilization plants, near-by communities, and markets.

The policy statement is a forerunner to the management plan. It differs mainly from a management plan in that its chief functions are to present a logical division of the forest into management units, to delineate the objects of management for each and to set out the major policies to govern their future management. The management plan is essentially a definite plan designed to translate the policies into action on the ground. The definition of policy may be considered as the first chapter of the management plan, of which it is now unnecessary to write the remaining chapters in full because there is no chance of putting their prescriptions into effect. As the timber business develops, the policy statement as a thing separate from the management plan will disappear.

The policy statement will be prepared by the supervisor and submitted to the district forester. If the latter approves it, he will forward it in duplicate to the Forester with his recommendations. If approved by the Forester, it remains in effect until changed by him. Revisions and recommendations for changes should be submitted in the same way as often as changed conditions or better data justify them.

Secretary's Limitation of Cut.

As provided in Regulation S-2, a limitation of cut will be fixed by the Secretary of Agriculture for each forest and will remain binding until changed by him. By this means the Secretary can make effective any policy which may be in the public interest with respect to the rate of cutting on any or all national forests. Proposed sales or other forms of timber use should be checked by the forest supervisor with reference to this limitation and the policy in accordance with which it was fixed. Transactions which involve cutting in excess of the limitation will not be approved unless the wisdom of changing the limitation is established and the change is made by the Secretary.

On forests which contain large quantities of timber with but limited present use, the limitation recommended need be simply a rough figure approximating the annual growth which will be secured when the forest is under intensive use. Timber in alpine zones which can not in all probability be used for a long time to come, timber on areas which must be reserved from cutting for stream-flow protection, and timber on areas which must be reserved for scenic considerations should be eliminated in computing the limitation. On forests where the demand is already strong the limitation recommended to the Secretary will be the cut planned for by the management plan, or the sum of the proposed cuts for the separate working circles if the forest is divided into separate working circles, and will be for the period for which the cutting budget has been prepared. Unless stipulated otherwise by the Secretary when fixing the limitation, it will apply to the total volume removed from the unit under all forms of use by citizens except timber settlement. It will thus include dead, fire-damaged, diseased, and insect-infested timber, but not timber cut but not used in combating insect epidemics or in clearing for roads, nor timber used by the Forest Service under Regulations S-24. Heavy inroads in the stand of available timber by fires, insect losses or control operations, and the like may require revision of the limitation of cut and revision of the management plan or policy statement.

The established limitation will be reviewed by the supervisor prior to the expiration of the period for which it has been fixed, and if a change is desirable suitable recommendations and a statement of reasons will be submitted to the district forester, who, if he approves, will forward the recommendation to the Forester for submission to the Secretary.

Control of the Rate of Cutting.

To prevent cutting in excess of the limitation fixed by the Secretary for the forest or in excess of the allowable cut for the working circle, a comparison of the expected cut under all existing or proposed timber uses with that authorized will be made by each supervisor annually before the season when most sales are made. Sales which would make the cut larger than has been authorized will be postponed. The situation will ultimately become simple on many forests in that most sales will be relatively small and of only 1 to 3 years' duration, and decision will be made by the supervisor each year as to what timber of that in the cutting budget for the period will be offered for sale that year, possibly with all sale areas in one advertisement. In large sales, however, it is frequently necessary to provide in the agreement for a rate of cutting not exceeding a specified maximum. (See special clause 11 and "Minimum and maximum rates of cutting," p. 32.)

Local Users and Industries.

The Forest Service will give priority to local users of timber and to local industries dependent upon the national forests for their supplies. These include settlers, farming communities, near-by towns, local mines, power or irrigation developments, railroads whose nearest supply of ties is on the forests, and other industries which use or manufacture timber for local consumption. The local use of timber is a higher use, economically, than transportation to a distant point at additional cost, especially if sufficient timber can be grown near that distant point. On working circles where the local demands which can be definitely determined or foreseen will require all of the timber which should be cut, the entire circle will be managed to meet this demand and closed to outside users. Elsewhere a sufficient part of the allowable cut, defined by area or class of timber, will be set aside for local requirements.

It is very desirable in most cases to bring national forest timber into more general use for local requirements and to make it of greater benefit to local wood users. District and forest officers should combine in obtaining up-to-date information regarding the quantities and kinds of forest products consumed in their immediate region and in following up opportunities to extend the local use of national forest timber. The establishment of industries which will supply local markets with forest products in the form wanted should be encouraged, and they should be located in areas, so far as possible, where a permanent supply of standing timber will be available to them. An adequate provision for such enterprises and for other forms of local use should be the starting point in the preparation either of policy statements or of complete management plans. The disposal of timber for other uses must be secondary to this protection of adequate local supplies.

Isolated Communities.

It is the purpose of the Forest Service to protect, from exorbitant or unreasonable prices, wood users in isolated communities which depend upon the national forests for their wood supply, and to secure the development of satisfactory facilities for meeting their needs. Stumpage appraisals under such circumstances will assume, as the selling price of the lumber or other product, the average price at the nearest general and competitive market. (See p. 38.) The needs of such communities will be given full consideration in planning for timber disposal both as to the permanency of the supply and as to the character of material needed. If the demand for fuel wood or similar products of low quality can not be met from timber suitable only for those products, the deficiency will be met by permitting the taking of better material, such as saw timber trees, at the low-quality rate, but the material will be taken in thinnings or improvement cuttings and not by final cuttings.

If the local needs are being inadequately met by the existing operators or manufacturers, the establishment of better facilities, through cooperative associations or otherwise, will be encouraged. Where the number of present operators is greater than the demands of the local isolated market will support, which usually results in unsatisfactory supplies of forest products for the public as well as unprosperous operators, no larger quantities of national forest stumpage should be offered for sale than is ample to meet the actual local needs, and control of maximum selling prices may be necessary.

As provided in Regulation S-9, the terms of sale may include a reasonable maximum price or scale of prices for the manufactured products which can not be exceeded by the operator. In advertised sales all bids must be submitted subject to this requirement, if it has been included in the sample contract. The approval of the district forester must be secured in advance before a requirement of this character is inserted in the terms of sale.

Stability of National Forest Industries and Communities—New Developments.

It is the policy of the Forest Service to make the industries which are established for the utilization of national forest timber as stable as possible; and also to provide as far as it can for the permanent interests of communities to whose citizens employment in timber-using industries drawing their supplies from the national forests is important. Wherever the cutting of larger amounts of timber is possible without endangering the permanency and continuity of the supply, the construction of new and competing manufacturing plants will be encouraged to such a number as the sustained yield of timber from the working circle will permit. The Forest Service will endeavor, however, to restrict the manufacturing capacity or other forms of use which depend on a given working circle to the amount which it will support permanently, and will not threaten the efficiency of future management by establishing more mills than the unit will carry.

The starting point in the application of this policy is the utilization of the amount of timber which a unit will permanently supply rather than an attempt to secure the operation for any given period of a plant of the type and size which an applicant wishes to install. Prospective timber users should be given full and frank statements of the amount of timber which the Forest Service expects to sell from a particular working circle under the sustained yield policy and should have pointed out to them the risks if plants are installed which exceed in capacity the yearly or periodic cut which the working circle will sustain. Private timber available for such plants will, of course, be considered together with national forest stumpage; but applicants should understand fully that the Forest Service will recognize no obligation to supply established plants with timber in excess of the amount the working circle can furnish permanently. They should be induced so far as possible to adapt their proposed developments to the available cut and, if necessary, can be virtually required to do so through limitations on the maximum rate of cutting as part of any sale contract for timber in the working circle. (See special clause 11.)

The establishment of relatively small manufacturing plants of an efficient type should be encouraged rather than large plants wherever the conditions permit the former. Small plants are more readily supplied under a permanent form of management from working circles of desirable size. They also tend to distribute the industries supported by national forest timber more widely and thus make that timber of greater local benefit. Sales to local plants so established as to afford a permanent market for national forest timber in quantities adapted to management requirements are usually preferable to selling timber for shipment to distant plants which are temporary or uncertain customers. In such instances, with the approval of the Forester, a provision may be inserted in the terms of contract and in the notice of sale that the manufacture of the stumpage by a plant within a specified region will be required. (See pp. 61 and 62.)

Stability of National Forest Industries and Communities Already Established.

It is the policy of the Forest Service to dispose of national forest timber in ways which will promote industrial stability in communities within or near the national forests. This both benefits the community and maintains the market for national forest products. Ordinarily the stability of the regional industry of logging or timber manufacturing is involved, rather than the permanence of specific industrial enterprises. As a matter of sound public policy specific operators must meet bona fide competition for national forest timber, and if they wish to obtain specific bodies of national forest stumpage they must be prepared to pay the going market values of the timber as determined by competitive bidding. A free competitive system in awarding advertised timber will be the general practice of the service. The best condition, already approached on some forests and which will ultimately prevail generally, occurs when the national forest timber is offered in small sales with free competition from operators whose combined needs approximately balance the sustained yield of the working circle. The regional or community industry is thus sustained and stabilized, with active competition for specific bodies of national forest timber. There are, however, exceptional cases under present conditions in some regions in which strict adherence to an open competitive policy would work against the public interest, especially (1) when there is danger of monopoly through the control of large quantities of private and Government timber; or (2) when a bid is submitted by a firm which does not need timber, but apparently desires to eliminate a competitor; or (3) when the result of strict adherence to the competitive system would be to shut down desirable local industries, which, with the communities they support, should be permanent, and the national forest timber would be used to prolong the life of some plant too large to be permanently supplied with raw material from the working circle or from the region; or (4) where the award to the highest bidder would result in the removal to distant markets of timber needed locally as for mining or other local industries. Under these conditions it is the duty of the service to protect the public welfare, and Regulation S-9 confers certain discretionary authority upon administrative officers in making awards of advertised timber under such conditions. So far as such cases can be foreseen, they should be referred to the Forester in advance for a determination of the policy to be followed; and no awards will be made by any approving officer to other than the highest bidder without the Forester's approval.

Exceptions from the competitive rule in making awards are a last resort and will be made only when they are unavoidable. The policy of stabilizing the industry of logging or manufacturing national forest timber in a given community or region will be applied so far as possible by offering for sale units of the size required by the local industries or established plants, in locations suitable to such buyers, and at times when they are in need of additional purchases.

It is especially important that the course to be followed in each case be thought out clearly in advance so that the action taken will be consistent with the established policy for the forest or working circle, and so that action subsequent to the advertisement of the timber and not anticipated by bidders will be unnecessary. So far as such cases can be foreseen, the policy to be followed will be approved by the Forester in advance under instructions from the Secretary of Agriculture.

Advance Instructions by the Secretary of Agriculture.

Regulation S-2 provides for the issuance of instructions by the Secretary of Agriculture concerning the disposal of timber from particular working circles in carrying out the policy of so managing the timber resources of a given forest or working circle that the local community interests are fully protected and established industries dependent upon national forest timber may be assured of the opportunity to secure future supplies. Whenever it is anticipated that the disposal of national forest timber should be made primarily with reference to the continuous supply of established industries or with reference to the support of specific communities, a brief statement of the sales policy which should be followed in these respects should be prepared in advance and submitted to the Forester for transmission to the Secretary of Agriculture for his consideration and approval or disapproval. This procedure will greatly strengthen the position of the Forest Service in its subsequent action and in meeting charges of discrimination. The preparation of the instructions which it is recommended the Secretary issue need not be delayed for the completion of the management plan for the working circle involved.

Extreme caution is necessary in any assurances given as to the application of the policy of stabilization to interested forest operators, either present or prospective. Such operators may be told that the Forest Service intends to limit the cut from a given forest or working circle to a certain amount which represents roughly its permanent productive capacity; that it also intends to make timber available for cutting continuously in the future at this rate or in larger amounts if the productive capacity under good silvicultural practices proves to be larger; that it is the purpose of the service to make as stable as practicable the local industries established in the expectation of using public timber from the unit; and that future sales from the unit will be made as far as possible in conformity with this policy, but subject to considerations of public interest which may arise and which can not always be foreseen. Assurances which are unnecessary must not be given; and no assurances should be made that the service will necessarily and unreservedly regard particular operators as preferred bidders, either for reserved areas or in other future sales. Any assurances which may be given should be recorded in writing.

Prevention of Monopoly.

It is the policy of the Forest Service to make national forest timber available for the use and necessities of citizens of the United States. So far as the service can prevent it, the business of supplying those necessities must not be concentrated in the hands of a few men or organizations under conditions favorable to monopolies, as when the holders of large quantities of private timber wish to cut public timber and hold their own. The policy of the service, therefore, is to encourage relatively small, independent operators rather than aid in the enlargement of operations by companies which, through the ownership or control of extensive private holdings or many plants, form an actual or potential monopoly of forest industries in a region. The possibility of monopoly is always relative, usually localized and often difficult to state in exact terms, but it is not in the public interest to extend, through the disposal of national forest timber, the control of forest resources and the means of supplying the needs of the public now held by a number of the larger timber owners or producers, either individually or as allied companies. The usual application of this policy is in the cases of blocks of timber suitable for the installation of separate manufacturing plants and logging facilities, and the sale of which to companies now owning large timber holdings would materially extend their opportunities for controlling the forest industries of the region and for excluding local competition from the regional markets, either through the establishment of new mills or by increasing the supply of timber back of existing mills.

The policy does not apply to small areas of national forest timber which are intermingled with or adjoin private timberland and which must be logged with stumpage privately owned. Also it should not be applied in cases where large timber-owning companies are the only operators who submit bids for timber which should be cut promptly because of loss or deterioration if held, such as fire-killed or badly overmature timber. Again, the very large investments necessary for operations in timber remote from existing transportation make companies of considerable financial strength the only possible bidders, and the fact that the operation will be on a large scale, especially if the product is to go into the general market, does not necessarily constitute an opportunity for monopoly.

There are many local questions as to what constitutes monopoly in the sense in which it should affect national forest sales and as to just how the policy should be applied to particular situations. These questions can only be dealt with as they arise. So far as possible district foresters will refer to the Forester in advance prospective developments in the disposal of national forest timber in which the question of monopoly may be involved. In no case will particular operators be notified that bids from them may not be accepted except with the advance approval of the Forester.

When necessary to prevent monopoly, exceptions in the competitive award of advertised timber are authorized by Regulations S-9. Applications for timber which could be operated by possible future competitors should be discouraged from companies of the character indicated. Such companies should be told that the Forest Service does not consider it in the public interest to sell them national forest stumpage in large quantities where other means of operating the timber are available, and that it must reserve the right to reject bids from them if submitted. It is unnecessary to make any general announcement of an intention to apply this policy to specific cases or to incorporate special wording concerning it in sale advertisements.

Prevention of Monopoly—Pooling.

As a further safeguard against monopolistic tendencies in the use of national forest timber, a clause will be inserted in contracts or permits in the discretion of the Forester or district forester, which forbids the disposal of the products of the timber in combination with other operators through joint selling agencies or other means which, in the judgment of the Secretary of Agriculture, are monopolistic in character. (See special clause 91.) This clause is not designed to prevent reasonable forms of cooperation between purchasers of national forest timber and other operators in marketing their products if the cooperation is not of the character tending to fix prices on a large aggregate production, or otherwise contributing to monopolistic conditions in the lumber trade. The clause should be used in all transactions involving more than 25,000,000 board feet, unless the marketing conditions, as in the case of many tie and mining timber sales, make it clearly unnecessary. It should also be used in any other contracts or permits where there is a definite possibility of the operator combining with other interests in marketing his product by methods of a monopolistic character.

Living Conditions of Laborers.

It is the policy of the Forest Service to require purchasers of its timber to safeguard in reasonable ways the health of the laborers who log national forest timber, and so far as is practicable, to offer opportunities for home life to their employees. Provisions for reasonable sanitary precautions at all camps established by the operator in connection with the cutting of national forest timber and the proper disposal of garbage, refuse, and manure are necessary, not only for the protection of the health of these workers but also to prevent the pollution of streams flowing from national forests and to prevent danger to the health of forest officers who must often visit or live in these camps. (See special clauses 77 and 78.) Such precautions, together with the giving of opportunity for home life where conditions make it possible, tend to give better results in the protection, perpetuation, and utilization of national forest timber through the retention in or near the forests of permanently established skilled, interested woods workers. The requirements for adequate sanitation and the prevention of fly-breeding nuisances should be inserted in every contract or other authorization for timber use if the establishment of a camp in the woods is expected. The requirement that opportunities for home life are to be furnished employees must be considered with reference to each case on its own merits at present, but all officers of the service should take advantage in reasonable ways of opportunities for carrying out this policy.

Timber Cut for Export.¹¹⁸

The act of April 12, 1926, allows the export of timber cut from national forests under rules and regulations issued by the Secretary, provided that the supply of timber for local use is not endangered thereby. It is manifestly impossible for forest officers to know in advance whether or not any portion of the lumber cut by a large sawmill will eventually find its way into foreign commerce, and ordinarily no attempt need be made to find out what becomes of products manufactured from National Forest timber. Advance approval by the Secretary must, however, be secured for all sales in which export from the United States is clearly contemplated. The usual case of this sort is where manufacture or use in Mexico or Canada are most feasible because of topographic or transportation conditions, but some applications have been received proposing export from the United States of logs or other unmanufactured material by ocean shipment. The latter class of cases will be approved only under exceptional circumstances.

WHERE TIMBER MAY BE CUT

REG. S-3. The cutting of timber within the national forests may be authorized under sale or permit, or otherwise, as prescribed by regulation:

1. On any vacant land.
2. On any abandoned mineral location.
3. On any unperfected lode location, or placer location on unsurveyed land, the boundaries of which are not marked and which show no substantial evidence of location or development.
4. On any unpatented claim with the written consent of the claimant.
5. On any unpatented claim, if necessary without the consent of the claimant, in emergencies arising from insect infestations or rapid deterioration of fire-killed timber.
6. On any unpatented mineral location made within a sale area subsequent to the first publication of the notice of the sale of the timber upon such area, or subsequent to the execution of the sale agreement or the issuance of permit affecting the timber upon such area not advertised.
7. On unapproved selections, unclassified grant lands, and other lands of unsettled status, in emergencies to prevent serious and unnecessary loss, upon submission of a bond by the operator to pay a stipulated price for the timber cut if title is not perfected adversely to the Government within a specified period.

Where allowed by law timber may be cut without additional authorization by the claimant from any unperfected claim for its actual development or for uses consistent with the purposes for which the claim was entered. All other cutting is prohibited.

The cutting and removal of timber, when such cutting and removal does not obstruct actual mining operations, shall not be prevented or interfered with by any person asserting a claim to the use of such timber under an unpatented mineral location made subsequent to the first publication of the notice of sale including such timber, or subsequent to the execution of the sale agreement or the issuance of permit covering timber not advertised, or subsequent to the signing by the Secretary of Agriculture of a recommendation to the Secretary of the Interior for an exchange in which the timber will be given the proponent.

From Vacant Lands.

The cutting of timber may be authorized under sale or permit or otherwise as prescribed by regulation from any vacant, i. e., unpatented or unclaimed, land within a national forest.

Timber may be sold from lands classified as chiefly valuable for agriculture or listed under the act of June 11, 1906, prior to their entry, except during the 60-day preference right of entry if the Secretary of Agriculture has designated some person who is to have that right. Any entry subsequent to the date of sale is subject to the right of the purchaser to remove the timber contracted. If there is any likelihood of listed land being entered prior to the expiration of the contract or permit, the supervisor should notify the register of the local land office, giving amount of timber and contract period, and request that this information be brought to the attention of anyone desiring to file an entry. Due consideration should be given in such sales to the reservation of an adequate supply of timber for farm improvements. (See "Cutting on agricultural lands," p. 8.)

From Abandoned Mineral Locations.

Where it is clear that a location has been abandoned, although the boundaries may still be marked, the cutting of timber may be authorized. It should be certain that the claim has been abandoned—that is, that the claimant has left it with the expressed or implied intention of not returning—and that the ground is open, under the public-land laws, to entry by other persons. Failure to perform and record the annual assessment work is legal evidence of abandonment. Under the act of January 22, 1880 (26 Stat. 61), as amended, however, the locator is allowed the full fiscal year beginning July 1, following the date of location to perform the first assessment work. If any doubt exists as to the sufficiency of evidence of abandonment, the case will be referred to the assistant to the solicitor.

From Unmarked Mineral Locations.

Where the boundaries of a lode claim, or of a placer claim on unsurveyed land, are not specifically marked and there is no substantial evidence of its existence, cutting may be authorized. Protests alleging the prior location of mineral claims should be referred to the assistant to the solicitor for opinion as to the legal sufficiency of the location.

From Abandoned Homestead Entries.

The cutting of timber will not be authorized, except under the conditions named below, from any homestead entry, regardless of apparent evidence of abandonment, prior to its cancellation by the General Land Office. In urgent cases, where homestead entries on sale areas have apparently been abandoned, the facts should be reported to the district forester for reference to the General Land Office.

From Unpatented Lands with Claimant's Consent.

The cutting of timber may be authorized on any unpatented claim with the written consent of the claimant. (See also "Free use to claimants," p. 29.)

Except as specified below, forest officers will not sell or authorize the cutting of timber from existing claims, areas which after survey will be railroad lands or unclassified railroad sections within the primary limits of the grant, without the written consent of the claimant.

From Unpatented Lands without Claimant's Consent.

It was held by the United States Circuit Court for the District of South Dakota, in *Lewis v. Garlock* (168 Fed. 153), that the United States may sell insect-infested timber from an unperfected mining claim which menaces timber on adjoining national forest land. In emergencies arising from insect infestations, fire danger created by dead, standing, or down timber, or rapid deterioration of fire-killed timber, forest officers may dispose of stumpage on unperfected mining or other claims which is a menace to the forest or which will be a total loss if not utilized immediately.

In all cases the consent of claimants will be obtained if possible.

From Locations Made Prior to Starting of Sale.

Unless the consent of the claimant has been obtained cutting must be suspended on locations made prior to the first publication of the notice of sale or, in cases where the timber is not advertised, on locations made prior to the execution of the sale agreement or prior to the issuance of permit. (See sec. 4, Form 202.) If the evident purpose of the location is to interfere with the timber sale or if the claim is apparently invalid, a report thereon will be forwarded at once to the district forester for appropriate action to determine the validity of the claim.

From Locations Made Subsequent to Starting of Sale.

Unless cutting or removal obstruct actual mining operations, timber may be cut from mineral locations made subsequent to the first publication of the notice of sale or, in cases where the timber is not advertised, from locations made subsequent to the execution of the sale agreement or subsequent to the issuance of permit.

From Lands of Unsettled Status—Contract Bonds.

Claimants or purchasers may be authorized *in emergencies* to cut timber on unapproved selections, unclassified land grants, unperfected claims, or other lands of unperfected or clouded status within the boundaries of national forests which would in the event of their cancellation, forfeiture, or abandonment revert to the United States.

Such cutting will be allowed only to permit the utilization of fire-killed timber, insect-infested timber which is a menace to the surrounding forest, overmature timber which is deteriorating rapidly, small tracts which will be isolated when the surrounding timber is cut, or in other emergencies to prevent serious and unnecessary loss. The interest of the United States justifies restrictions on the methods of cutting and the disposal of the slash sufficient to insure the continued productivity of the land and the removal of any extra fire hazard to near-by forest areas. The same methods and limitations of cutting may be prescribed as in timber uses on vacant land, but so far as those methods are based on sustained yield considerations, they may be modified. Land skinning will not be permitted, however, and no contract bond will be approved unless the approving officer is satisfied that its terms provide for the prompt establishment of a new crop on the area involved.

The person or company who will cut the timber will be required to file a satisfactory bond with the Forest Service for the full stumpage price which will be due the United States if title to the claim is not perfected adversely to the Government within a specified time. This period will not exceed 5 years, but at its expiration may be extended to a maximum of 10 years if warranted in the judgment of the approving officer.

The cutting of timber from lands of unsettled status must not be authorized under conditions which will permit the claimants of the land to obtain valuable considerations in advance of perfecting their titles. It is, therefore, necessary, when the claimant is not the operator, to stipulate that the interest of the claimant must be satisfied by a bond similar in intent to that given to the United States, which will guarantee payment to the claimant if his title to the land is perfected within the period named in the bond given the United States. Operators should be advised to make agreements of this character with claimants, and suitable bonds of a form satisfactory to the Forest Service may be drafted and furnished. In such cases contract bonds will not be approved until a certified copy of the bond furnished to the claimant, duly executed and approved, has been received.

Contract bonds will be approved by district foresters, who, before giving approval, will carefully review the conditions constituting the emergency. District foresters should check annually the status of all lands covered by bonds of this character and take necessary action to collect amounts due the United States or to notify sureties that their obligation has expired. Following each annual check, the Forester should be notified of all lands covered by such bonds whose status is still unsettled. The list will be submitted to the Land Office with a request to expedite action thereon.

The following form of bond will be used:

KNOW ALL MEN BY THESE PRESENTS, That we _____ of _____,
(Name of principal)
as principal, and _____, a corporation organized and existing under and
(Name of surety)
by virtue of the laws of the State of _____ and having an office and principal place of business at _____, as surety, are held and firmly bound unto the United States of America in the sum of _____ dollars (\$_____),

for the payment of which sum well and truly to be made to the United States of America at the _____ Bank of _____, United States depository, or to such other depository or officer as shall hereafter be designated by the United States, to be placed to the credit of the United States, we bind ourselves and each of us, our and each of our heirs, executors, administrators, successors, and assigns, jointly and severally, firmly by these presents.

The condition of this obligation is such that

WHEREAS, The lands, designated as _____
(Describe by legal subdivisions if surveyed, and approx-

imate legal subdivisions if unsurveyed, the unapproved selection, unclassified grant, or unperfected claim _____ situated within the _____ National Forest, are _____
(Describe the form of claim, grant, or selection attaching to the land, indicating the land

law under which it is claimed, the name of the claimant, grantee, or selector, and the date when initiated.) and

WHEREAS, The timber on the said lands _____
(Indicate whether fire-killed, insect-infested, over-

_____ and in consequence mature, to be isolated and inaccessible when surrounding timber is cut, etc.) thereof said timber is _____

(Deteriorating in value, and unless cut, will continue to deteriorate in value, _____ and or in danger of deterioration unless cut at the present time)

WHEREAS, It is to the advantage and interest of both the United States and the _____ that the said timber shall be cut and removed before it shall (Name of claimant)

further deteriorate in value and become worthless, and,

WHEREAS, The said _____ has hitherto entered into an agreement (Name of principal)

with _____, a copy of which is attached and made a part hereof and is (Name of claimant)

hereby accepted as satisfactory to the United States, by the terms of which the said _____ will interpose no objection to the cutting and removal of said (Name of claimant)

timber by the said _____, and (Name of principal)

WHEREAS, In consideration of the execution of this bond and its approval by the district forester, for and on behalf of the United States, the United States does hereby agree not to interfere with the cutting and removal of said timber by the said _____, in accordance with the said agreement entered into (Name of principal)

by the said _____ with the said _____; provided that the said (Name of principal) (Name of claimant)

_____ shall cut and remove said timber in strict accordance with the (Name of principal) following conditions and requirements:

(Insert regulations governing the cutting and removal of timber).

The said _____ agrees to deposit with the _____ (United States (Name of principal)

depository, or such other depository or officer as shall hereafter be designated), to be placed to the credit of the United States, in advance of cutting, a sum sufficient in the judgment of the forest supervisor to cover the cost of marking or designating the timber to be cut, of scaling the timber which is cut, and of the administration of the cutting and brush disposal, in installments of not less than \$_____ each when called for by the forest officer in charge. This sum shall be retained by the United States; as either reimbursement for the cost of the work of designating and scaling the timber and of the administration of the cutting and brush disposal if the said _____ secures patent from the (Name of claimant)

Department of the Interior for the lands heretofore described within the period of this agreement; or to be placed to the credit of the said _____ and (Name of principal)

applied as partial payment on the timber cut if patent is not secured within such period. If patent is secured to lands which contained but a portion of the timber cut, a like proportion of the total amount paid shall be charged to the cost of scaling and administration on such lands; the balance to payment for timber cut on the remaining lands.

Now, THEREFORE, If the said _____ fails to secure patent from the
(Name of claimant)
Department of the Interior for the lands heretobefore described, or any part
thereof, within ____ years from the date this instrument was executed, and the
said _____ shall promptly pay the United States for all timber, according
(Name of principal)
to the scale or estimate of the forest officer, cut or removed by _____
(Him, them, or it)
from the said lands, or any part thereof, for which patent is not secured within
the period above specified, at the rate of _____ or if patent is
issued to the said _____ for the said lands by the Department of the
(Name of claimant)
Interior within ____ years from the date this instrument was executed, then
this obligation shall be void, otherwise to remain in full force and effect.

IN WITNESS WHEREOF, The said _____ and _____ have executed
(Name of principal) (Name of surety)
this instrument this ____ day of _____.

Signed and sealed in the presence of:

(Corporate seal, if corporation.)

Witnesses:

_____ (SEAL.)
(Name of principal)

_____ (SEAL.)
(Name of surety)

Approved this ____ day of _____, 19 __ .

(District Forester.)

From Reclamation Withdrawals.

Prior to the actual use of land within national forests withdrawn for reclama-
tion purposes, it will remain under the administration and jurisdiction of the For-
est Service. The cutting of timber on such lands may therefore be allowed under
sale or otherwise. Proposed cutting should be referred to the supervising engineer
of the Reclamation Service and his statement obtained that the timber will not
be needed for construction purposes. Receipts from such sales will be covered
into the Treasury in the regular manner.

Cutting by Claimants.

Timber on any unperfected claim may be cut by the claimant without sale or
permit to any extent necessary for its development or for uses consistent with
the purposes for which the claim was entered.

Free Use to Claimants.

Where cutting on any claim is authorized by the Forest Service and the claim-
ant subsequently needs timber for the development of the claim, he will be allowed
to take under free use from lands of the United States an amount of timber for
these purposes equivalent to the amount cut from his claim. This necessitates
keeping a separate record of the timber cut from unperfected claims.

Payment for Timber Cut from Claims.

Unless authorized by law for the development or improvement of the claim,
or unless a satisfactory bond is furnished as prescribed above, payment for any
timber cut from a claim will be made to the United States whether the claim is
apparently held in good faith or not.

Protection of Purchasers and Permittees.

Purchasers will, so far as practicable, be protected in the exercise of privileges
granted them by the Forest Service against injunction or other proceedings
brought by claimants of invalid claims. Such cases will be reported by forest
officers to the district forester, who will refer them with recommendations to the
assistant to the Solicitor to determine what action may properly be taken by the
Government.

COMMERCIAL TIMBER SALES

SIZE AND DURATION OF SALES

REG. S-4. Sales of timber in small quantities are preferred and will be encouraged by every means possible. In sales to established manufacturing plants no more timber will be included in one contract than is required to permit logging a practicable and logical unit, and to cover the cost of necessary logging improvements. Sales for the supply of new manufacturing plants will include the smallest quantity of timber, in economical logging units adapted to the type of operation, required to give the enterprise a practical and adequate commercial basis.

The period allowed for the removal of timber will be fixed in the agreement and will be sufficient to permit cutting the amount included in the sale at a rate practical and economical for the type of operation concerned with reasonable latitude for contingencies. In sales extending over three or more years the minimum amount to be removed during each year, or other designated period, will be specified. The maximum amount to be cut during each corresponding period will also be specified when necessary in the judgment of the approving officer to restrict the rate of cutting to the limitation prescribed by the Secretary of Agriculture for the forest or in the management plan for the working circle.

Small Sales Preferred.

Small rather than large sales will be encouraged. Short-term contracts avoid the difficulties which may arise under reappraisals and the coincident review of silvicultural and utilization requirements. (See Reg. S-6 and the discussion under "Reappraisals," p. 39.) Short-term contracts also permit greater freedom in handling current sales with reference to changes in timber ownership or the ownership of operating companies, or to new transportation or industrial development. There are no fixed limits on the size of timber sales, either as to quantity of stumpage or operating period. The starting point is to keep the rate of cutting under all sales within the limits necessary in the management of the working circle; and in general to make sales as small as practicable.

In all cases the quantities of timber contracted will not exceed those needed for actual operating requirements. Timber over and above practical operating needs will not be included in contracts for such purposes as to facilitate the financing of new enterprises, except as special instructions may be issued by the Forester with reference to developments involving exceptional risk.

Sales to Established Plants.

The size of sales to established manufacturing plants will be determined by the boundaries of logical logging units adapted to the type of operation and by the quantities of stumpage naturally tributary to the logging improvements which must be installed. Such sales seldom need exceed the quantity of stumpage sufficient for 4 or 5 years' operation. The reservation of additional blocks for future appraisal and advertisement is very seldom necessary or desirable.

Sales to New Plants.

Initial contracts for the supply of new manufacturing plants will include enough stumpage to give the enterprise a practical business footing judged by existing commercial standards. For the usual medium-sized operation it will seldom be necessary to contract more than a log supply for 10 years of operation at normal capacity. When in line with the management policy for the unit, the reservation of additional timber, to be appraised and advertised at a specified date, may be made part of the contract. When necessary to meet the practical requirements of a new enterprise, two or three logging units not necessarily contiguous may be included in the contract with different advertised stumpage rates for each block if the appraisal shows different rates are justified.

In cases involving exceptionally large investments, exceptions to the general standard indicated above will be made when necessary, as with timber in inaccessible locations or when it is desired to encourage the establishment of pulp and paper plants. In Alaska sales of wood for new pulp and paper plants may cover an amount sufficient to give the proposed plant a 30 years' supply, subject to a three-billion-foot maximum, and the reservation of additional stumpage will be considered if necessary to make the enterprise practicable. Elsewhere the supply of privately owned timber is almost always important, and the general guide in sales to new pulp and paper plants will be to offer sufficient timber for 20 years of operation, with a rough maximum of 500 million board feet and with the reservation of additional stumpage if necessary.

It is not the policy of the Forest Service, however, to contract stumpage for either established or new plants in sufficient quantities to depreciate proposed investments for the construction of railroads which presumably will become common carriers or which will handle regularly other traffic in addition to national forest products. In such cases the sales should cover the quantities of timber necessary to make the manufacturing enterprises feasible, consideration being given to the available private stumpage and to the limitations of the management plan. Appraisals will be based, not upon the depreciation of main-line transportation, but upon a fair freight for national forest products based upon comparable existing rates.

In considering large sales for any of the above purposes, the Forest Service will not seriously upset its standards of management in order to accommodate pulp plants or other manufacturing enterprises of larger capacity than the resources of the working circle will support. Efforts should be made, just as far as practicable operating conditions permit, to adapt the capacity of new installations to management requirements. This is of special importance in the case of pulp or paper plants because of the very large investments involved. The relation of such enterprises to forest management and the permanent production of timber which can be obtained from the forest unit in question should be discussed fully with applicants and covered in recommendations submitted to the Forester in connection with such sales.

Reserve Areas.

When in harmony with the management plan for the working circle, sale agreements may provide that in addition to the stumpage purchased a specified area will be reserved from sale until the termination of the contract and then appraised and advertised. (See special clause 5.) The terms of purchase of such reserve areas will be left to future determination by the Forest Service and the timber will be subject to competitive bids in the regular manner. A reserve block should ordinarily include stumpage for not more than four or five years' operation. That is, it should comprise a natural logging unit such as ordinarily would be offered for sale to an established plant, as previously defined. This general limit may be exceeded in the case of large pulp or other installations involving exceptional risk. Such reservations simply express concretely to purchasers the policy of the service in promoting stability of operations. They will be employed wherever practicable in lieu of initial contracts for larger amounts. They should not be offered to purchasers unnecessarily; but can be made in sales involving the installation of new plants when applicants desire them and when in harmony with the management plan for the working circle.

Time Limits in Timber Sales.

The period named in the contract for the removal of the timber will be fixed in accordance with practical conditions, and will be adapted to the size and type of the operation. A reasonable provision should be made for contingencies and delays common in the region. As a general rule, the cutting period used in the appraisal, based upon steady operation and normal capacity, should be extended by adding 25 per cent, in no case exceeding three years. It is the policy of the Forest Service to provide ample and reasonable operating periods in the terms of sale contracts and to hold purchasers strictly to those terms unless extensions are required by exceptional accidents or industrial conditions and also unless such extensions are entirely justified by the public interests in the disposal and management of the timber in question. (See "Extensions of time," under Reg. S-15, p. 84.)

Additional Time for Construction of Improvements.

In any sale involving the construction of major improvements, the date by which cutting must begin should be set so as to allow a sufficient period, not exceeding two years, for this construction work. The cutting period will begin and end on the dates named in the contract, regardless of the time when the improvements are actually completed, and the period allowed for construction

will not be included in computing the dates for the reappraisal of stumpage rates. Additional time before beginning cutting should not be allowed in sales to established operators, if merely an extension of an existing logging railroad is necessary.

Minimum and Maximum Rates of Cutting.

In contracts which allow from three to five years for cutting, and in shorter sales when desirable, a minimum cut by one or two year periods will be prescribed. If the cutting period is longer, the minimum cut will usually be specified as a cumulative amount to be cut by the end of each successive three-year period, to give the purchaser greater leeway in conducting his operation. The prescribed minimum cut should ordinarily be small during the first portion of the contract period, when the operation will be getting under way, and should gradually increase. Section 3 of the timber-sale contract form (Form 202) provides that the officer who approved the sale may reduce the minimum cut requirements in writing, i. e., by letter. This authority should be used where necessary if the interests of the United States will not be injured, but should not be so used that the purchaser will hold national forest timber under contract without operating at a reasonable rate, especially for speculative purposes. Special clause 9 may be used when it is necessary for the district forester or the supervisor to exercise close control over the rate of cutting, as in sales of deteriorating material. Special clause 8 may be inserted in sale contracts uniformly at the discretion of the district forester.

In sales to supply new plants and in all sales of large quantities of timber, a minimum amount which must be cut by the end of the first year or the first year after the period allowed for the construction of improvements must be specified. A definite requirement, however small, which the operator must meet during the first year in which cutting is expected by the terms of the contract, must be fixed in order to furnish a check against the speculative holding of national forest timber and against operators who do not act in good faith.

In large sales the dates by which minimum cuts must be made, aside from the cut during the first year of operation, should be at the same intervals as the dates for the redetermination of prices, the series corresponding whenever practicable.

Special clause 11 provides for a contract requirement that the cutting shall not exceed certain specified amounts by specified dates. This restriction should be inserted in contracts if the total anticipated cut for the forest or working circle equals or closely approaches the limitation of cut established by the Secretary of Agriculture or by the management plan. The greatest value of this requirement is to indicate to operators in specific terms just what amounts of timber will be available under the management plan so they may adapt their scale of operations accordingly. Whenever the use of the clause is necessary, it should be fully discussed with prospective purchasers from this standpoint.

MINIMUM PRICES

REG. S-5. The Forester will prescribe from time to time the minimum stumpage prices at which timber on each national forest or designated portion thereof shall be appraised for commercial sale. Appraisals at less than any such established minimum shall be approved by the Forester prior to the advertisement or sale of the timber. The minimum prices, however, will not apply to timber sold to homestead settlers and farmers under Regulation S-22, nor to timber sold under Regulation S-25 primarily to protect or improve the forest, nor to dead, fire-damaged, insect-infested, or badly diseased timber.

Purpose.

The purpose of fixing minimum rates is to determine the price points at which it is believed wise public policy to withhold timber from sale rather than to sell at the lower present market values. Minimum prices for a forest are thus the lowest rates at which timber will be appraised, even if the standard appraisal computations indicate lower figures, in the absence of special conditions which make the disposal of the timber urgent. Appraisal is always necessary. (See Reg. S-6.)

When Inapplicable.

Dead, fire-damaged, insect-infested, or badly diseased timber can not be held without danger of injury to other timber or of serious or total loss. Similarly, thinnings in dense young stands are made to improve growth. In both cases, the cutting is primarily to protect or improve the forest, and is fundamentally an administrative use. Material of this character should, therefore, be sold at the best price obtainable, even if below the established minimum rate for the species and forest in commercial sales; or, if sale is impracticable, it should be given away under Regulation S-25, or under the free-use regulations. If sale is practicable, the aim should be to secure the full market value, recognizing that a more liberal allowance for profit and risk may be justifiable than is ordinarily used in appraisals of green timber; but it is not sound public policy to hold such material and, therefore, the minimum prices do not apply.

Sales to homestead settlers and farmers for their own use are made under Regulation S-22 at the cost of administering such sales, and therefore, the minimum prices for commercial sales do not apply.

Rates for the More Valuable Commercial Species.

Minimum rates on the more valuable commercial species in each district or portion of a district forming a distinct manufacturing region should represent the lowest price at which a legitimate market demand, as distinct from either speculative or forced sales, exists for such timber in the least accessible situations where it is now being cut in the district or region. The rates on such species will ordinarily not be less than \$1.50 per thousand board feet.

Rates for Inferior Species in Mixtures.

The minimum rates prescribed by the Forester for inferior species will be such rates as permit the practicable removal of these species, or such portions of them as it may be desirable to cut for silvicultural reasons in logging the more valuable timbers. The lowest rate on green saw timber of any species, however, will be 50 cents per thousand board feet.

District Foresters' Rates for Stands of Inferior Species.

Minimum rates for inferior species will also be established by the district forester where such species comprise the greater part of stands whose cutting is not urgent for silvicultural or other reasons. It is the policy of the service to cut no more of the inferior species under the low market values now existing than is required by practical logging or silvicultural considerations. Minimum rates for chances of this character will be fixed, therefore, with a view to the market value of these species which can be anticipated when real demand for wood of their qualities exist. Such minimum rates will ordinarily not be less than \$1 per thousand board feet.

In sales in the sugar and yellow pine belt in California, for example, where the pines are the principal commercial species, such white or red fir as may be cut will be subject to the Forester's minimum. In sales in the fir belt, where the pines are relatively unimportant, the rates on white or red fir will be subject to the district forester's minimum, as defined above.

Minimum Prices for Various Products.

Minimum rates may be fixed for various products, such as railroad ties, telephone poles, shingle bolts, and mining timbers, as may be required to facilitate the sales business in the district. Otherwise minimum rates established for saw timber will govern other products in accordance with the approved ratios. Minimum rates may be further classified by grades of material so far as desirable in each district or manufacturing region. Flat rates applicable to several species or classes of material should, for simplicity, be used wherever practicable.

Revision of Minimum Prices.

Minimum rates once established by the Forester will remain in effect until changed. Recommendations for changes in established rates, further classification of products and the like, may be submitted to the Forester by the district foresters as desired. Each supervisor should, however, consider the minimum rates in effect for his forest annually, and not later than April 1 submit recommendations to the district forester for any changes desirable in his judgment. The district forester will submit recommendations to the Forester for any changes he believes advisable not later than May 1.

Reg. S-6. Before any timber is advertised or sold it shall be examined and appraised and the cutting area described by legal subdivisions or otherwise. The examining officer shall report the quantity and appraised value of the various kinds of timber on the area and shall base his appraisal upon the character of the timber, the cost of logging, transportation, and manufacture, the investment required, the degree of hazard entailed in the operation, and the sale value of the manufactured products at practicable markets. He shall also report the contract conditions necessary for silviculture, fire protection, utilization, and other national forest interests.

Contracts exceeding five years in duration will contain provision for the redetermination of stumpage prices, after reappraisal, at intervals of not more than five years exclusive of any period which may be allowed for the construction of improvements; but contracts for large sales of pulpwood in Alaska may provide that the first redetermination of prices will be made after an interval of not more than 10 years exclusive of any period allowed for the construction of improvements.

Examination of Sale Areas.

An examination of the area must precede each sale. Its purpose is to determine whether the timber should be sold and, if so, under what conditions and at what price. It results in a concrete expression of the basic policies of national forest timber use as applied to a specific area. (See pp. 6 to 25.) The silvicultural, protective, utilization, appraisal, and timber use administration policies are expressed in the results of the examination in the form of the sample contract and advertisement in advertised sales and in the conditions of the contract or permit in small sales.

So far as practicable, areas which it is desirable to cut over will be examined in advance of application. Full information on the terms of sale helps to interest prospective purchasers and prevents loss of interest through delays. For forests or parts of forests for which management plans have been prepared, areas listed in the cutting budget for the current period should be examined and all preparations for sale made as soon as practicable. If the relation of demand to timber supply has not yet made the preparation of a management plan necessary, the areas which should be sold first should similarly be examined in advance of application, especially areas of overmature timber or of timber in poor condition. Often demand for particular areas can be foreseen and the handling of the inevitable application facilitated by prior examination and decision whether the timber should be made available or whether applicants should be offered other timber which it is more advantageous to have cut first. It is especially desirable to estimate and appraise considerable areas in the vicinity of local communities or where any constant local demand exists, sufficient to provide for a number of small sales.

If prior examination has not been made, timber applied for will be examined unless the decision not to make sales from the area has been included in the approved management plan, or unless no sales should be made for some other obvious reason, such as location on a permanent sample plot. The advisability of making the sale at all is the first point for decision.

If the tract has been mapped and estimated previously, the examination will determine the methods of marking, the restrictions on logging, the fire precautionary requirements, the boundaries of the cutting area, the appraised stumpage prices, and the specific contract conditions. A clear description of the stand, including the amount and character of young growth in it, is an important part of the report, unless the area is of a type well known and for which the silvicultural measures are well understood. If no map and estimate have been made this work should be included in the sale examination, except as stated below.

The Cutting Area.

Small sales, whether the timber has previously been advertised or not, are usually for a definite amount of timber desired by some user. The cutting area should be restricted to the smallest area which will yield the quantity desired under the system of marking and cutting employed. If the volume is determined by tree measurement instead of by scaling or measuring the products, the cutting area can readily be defined by the marking itself.

Larger sales should usually include all the designated timber upon a defined area established on the ground by natural boundaries or blazed lines. All classes of sales should be laid out so as not to leave small, inaccessible areas of merchantable types which will be unsalable after the adjacent timber is cut. Except when patented lands or claims form part of the boundary, sale areas should so far as possible be defined by topographic units conforming with natural logging chances. If only part of a natural logging chance is purchased, the sale boundaries will so far as practicable include timber of average accessibility and quality rather than the most desirable. This is particularly important in defining successive cutting areas on a watershed or in the same locality; and wherever possible should be done in advance of application as part of the management plan.

In establishing the boundaries of cutting areas, particularly in large sales, care must be taken to exclude blocks adequate to supply local demands under commercial sales, sales at cost, or free use.

Where most of the timber on a large watershed is sold, certain timber being excluded from the sale area because of adverse logging conditions, such as steepness of slope or thinness or poor quality of the stand, it is desirable to specify in the contract that additional timber outside the boundaries so defined may be subsequently included in the sale by mutual agreement. This permits the extension of the sale boundaries as may be found practicable at any time during the contract. In such cases the original sale boundaries should always be shown on a map attached to the contract; and all of the area which may subsequently be added should be included in the original advertisement. (See special clause 2.)

Where inferior species of low or negative stumpage value are mixed with species of higher value, the boundaries of the cutting area will be placed so as to exclude, so far as practicable, stands consisting chiefly of the inferior species. In large sales, this may mean the exclusion of one or more subdrainages. Such timber will be held until its value has increased so that operation in it is practicable.

Rights of Way.

Purchasers of national forest timber will be expected ordinarily to obtain for themselves rights of way over patented lands or unperfected claims needed in logging operations. Forest officers may aid purchasers by indicating to the landowner or claimant the interests of the Government and the community in the successful development of the logging operation. If, however, a landowner or claimant refuses the use of a right of way essential to the operations of a purchaser of timber, or will permit it only under exorbitant terms, the Forest Service may take action itself.

Rights of way may be acquired by lease from the owner of the land or by purchase or condemnation. In some circumstances the Government may be entitled to a way without payment. Every possible effort should be made to obtain voluntarily from landowners or claimants an easement covering necessary rights of way during the period required for logging operations rather than resort to legal proceedings. The latter will be instituted, however, by the Government when it is clear that a necessary right of way can not be obtained otherwise, or only on exorbitant terms.

Where rights of way required for the exploitation of national forest timber under contract are obtained from landowners or claimants voluntarily, the lease or agreement should provide for payment of the rental or purchase price by the timber purchaser. When condemnation proceedings are necessary to obtain rights of way for timber under contract, the purchaser should be required to deposit in the cooperative fund for the protection and improvement of the national forests a sufficient sum to pay all damages other than legal expenses; and payments to the owners of the land should be made from this fund. Only under exceptional conditions and with the approval of the Forester will action be taken to secure rights of way for the utilization of timber when payment therefor must be made from any forest service appropriation.

When the availability of a right of way is necessary to the consummation of a desirable sale or to the operation of timber under contract, and arrangements for its lease or purchase from the owner of the land can not be made, the forest supervisor will report to the district forester with his recommendations the facts in the case, including the names of owners of the surrounding land and the dates of patents, and furnish a suitable topographic map on which are indicated reasonable ways of access. If the district assistant to the solicitor believes that the facts warrant action in the courts to establish a right of way, the district forester will forward the report with his recommendation to the Forester. Upon the approval of such action by the Forester and the solicitor, the institution of

legal proceedings will be recommended. Before this is done, however, the district forester will inform the landowner in every instance that the courts will be asked to condemn the right of way, or establish it without cost to the Government according to the facts in the case. Where the facts are such as to entitle the Government to a reasonable way to and from its lands no payment therefor is required. If a given right of way is the most desirable, but the facts do not entitle the Government to it without cost, its lease or condemnation will involve payment of rental or damages.

Agreements with landowners for the use of rights of way will be prepared by the district assistant to the solicitor, and the legal sufficiency of their execution approved by him.

For rights of way across mineral locations, see Regulation L-18.

Timber-Sale Maps.

Maps may be required in unadvertised sales at the discretion of the supervisor. Whenever such sales are made, however, the area will be indicated approximately on small-scale location maps in the supervisor's and ranger's records. Maps may also be omitted in the discretion of the approving officer in sales of dead timber. Other timber-sale areas must be mapped at the time of examination if adequate timber-survey or other maps are not available.

Sale maps must show the location of the cutting area with reference to the surrounding forest, important topographic features, such as ridges, streams, and roads, proposed roads, camps, or mill sites, patented lands or claims, and survey lines. Enough of the surrounding territory should be included to show the effect of the cutting and transportation developments upon the sale value of adjoining timber.

Within the sale area forest types will be shown and topography in sufficient detail to indicate ease or difficulty of logging and the boundaries of logging chances. Forest atlas symbols and approved type legends will be used uniformly. Large tracts may require location maps on a small scale outlining the cutting area, giving the more important lines and location points and showing the other major features of the proposed sale. Such maps will be supplemented by detailed block maps on a larger scale. The proposed cutting area, as estimated and recommended by the examining officer, must always be clearly defined, together with any portion of the entire tract for which there is a separate estimate, description, or important recommendation.

In large sales for which accurate maps have been made it will be the standard practice to attach a copy of the map to the contract as part of the sale agreement, on which are shown the sale boundaries and any other data of importance or value in the application of the contract requirements, such as agricultural areas which are to be cut clean, the order in which various logging units will be cut, location of fire lines, etc. (See special clause 1.) Such a map defines the area which the purchaser is required to cut over and the optional areas, if any.

Timber-Sales Estimates and Description.

Timber on sale areas will be estimated and reported on Form 578b or in accordance with instructions issued by the district forester. The estimate should always cover the specific cutting area recommended by the examining officer. Where a large area is cruised at one time, a separate estimate and report will be prepared for each natural logging chance. The report should give uniformly (1) the total estimated stand on the sale area or logging chance, and (2) the estimated amount to be cut under the methods of marking recommended. The latter figure should never be confused with the former and will be used in sale negotiations and in drafting the agreement. The figures will be given by species or groups of species in mixed stands. Differences between portions of the sale area which require different methods of cutting or separate appraisals should be clearly shown in the estimate and report.

So far as practicable, estimates should indicate the proportion of various log or lumber grades or of various commercial products, such as ties, telephone poles, props, saw logs, cordwood, etc., and furnish any other data on the commercial character and quality of the stand necessary for accurate appraisal of stumpage prices.

Forest descriptions will not be required for unadvertised sales unless desired by the supervisor for management-plan records. Otherwise a description of the sale area, following Form 578a, will be included in the report unless the data have been obtained previously in connection with timber surveys or sale examinations.

The common names of forest trees used in estimates, descriptions, and timber sale agreements will conform with the standard nomenclature adopted by the Forest Service and given in the Check List and its amendments. (See p. 10, Research Section of the Manual.)

Stumpage Appraisals.

Commercial sales are made, under the act of June 4, 1897 (30 Stat. 11), "for not less than the appraised value" of the timber. Appraisals will be made in accordance with "Instructions for appraising stumpage on national forests," hereafter referred to as the appraisal manual. The aim will be to determine the actual market value of the timber, not simply the prices prevailing for comparable stumpage on private lands. The officer who authorizes the advertisement of the timber, or who approves the contract or permit in unadvertised sales, makes the appraisal after full consideration of the data given in the appraisal report. The appraised value will be based upon the quality of the timber and the character of its commercial products, the estimated costs of logging, transportation, and manufacture, the investment required on the part of the operator, the selling value of the product, and a fair margin for profit and risk to the purchaser. The margin for profit and risk allowed in the appraisal will depend on the size and permanency of the operation and the degree of risk attending it. The cost of brush disposal, precautions against fire, protection of young growth, logging only the marked timber, and other requirements of the contract will be fully considered.

If the sale is otherwise desirable but the appraisal report indicates that after allowing a margin for profit and risk which is fair and equitable in the judgment of the appraising officer for the specific timber involved, the indicated stumpage value is less than the minimum price established by the Forester (see instructions under Reg. S-5), the case may be referred to the Forester with the recommendation that he approve the sale of the timber at a price lower than the established minimum, or the applicant and any other prospective bidders should be informed that the timber will be offered for sale at the minimum rates, although the appraisal computations indicate that the margin for profit and risk is not as large as is ordinarily allowed in appraisals of more valuable timber.

Subject to the minimum rates, national forest timber will be appraised as worth the selling value of its products, less all costs of production, plus a fair margin for profit and risk for the operator. The starting point in appraisals is the average f. o. b. price obtained at manufacturing plants in the region for products cut from similar timber, or the price of products like hewn ties or poles delivered at the nearest railroad or market points. Rates for saw timber will be based upon lumber prices and production costs, including manufacturing, except in rare cases where it is impossible to obtain reasonably accurate manufacturing costs or lumber selling prices but it is possible to obtain well-established log prices at delivery points in competitive log markets.

The selling prices and operating costs used in appraisals should be the average of those obtaining in actual operations of reasonable efficiency in the region. They should, so far as practicable, be averages for a sufficient period to represent relatively stable, rather than temporary or fluctuating, conditions. Average prices and costs for the past three or more years are usually desirable. If rapid fluctuations in prices and wage scales have occurred, the period included in the average figures may be extended or shortened to what, in the judgment of the appraising officer, represents the most consistent and satisfactory basis for comparing lumber prices and operating costs in the effort to get at stumpage values which are reasonable and which have a firm foundation under existing industrial conditions. Current prices and costs, or those for the past year only, may be used in appraisals for short-term sales, such as those for a year or less, especially if the prospective operator will have a chance to contract his entire output at the beginning of the sale; but for sales of longer duration the appraisal will normally be based on the average figures for three or more years, in the expectation that the fluctuations in the future will increase or decrease the actual margin for profit and risk obtained by the purchaser.

Stumpage rates will not be reduced or raised on the ground that the methods of the individual purchaser are inefficient or exceptionally efficient for the class of mill or operation involved. Prices will, however, be fixed in accordance with the efficiency and operating methods of classes of purchasers, particularly segregating small operators who supply local demands. Separate average costs and selling prices for different classes of operators are necessary on many forests.

In estimating costs of production, uniform manufacturing costs, representing the averages for different classes of mills which cut similar timber into similar

products, and including depreciation and maintenance, may be used advantageously in appraising timber of like quality in the same region or on the same forest. This use of uniform figures avoids the difficulties encountered in attempting to appraise timber on the assumption of its manufacture by specific mills, which may have been operating for varying periods. Logging costs must be estimated for the particular sale area involved in the appraisal, but the use of uniform figures in terms of money or output per man day is often feasible within a given type or forest for such items as felling, brush disposal, and costs of food, for example. The use of uniform or standard figures puts a premium on efficiency of operation.

On areas which will be listed as chiefly valuable for agriculture after the removal of the present stand, the timber should be appraised with reference to the methods of cutting employed on them. The standards and requirements of the appraisal manual should be followed as strictly in determining the value of timber on agricultural lands as in other cases.

Appraised Prices by Species and Products.

Appraisers should fix prices for different species in the same stand at their respective real values, subject to the minimum prices, and not be satisfied with an average value equal to that indicated by the appraisal. Otherwise any error in estimating the proportion of species will result in an injustice either to the purchaser or to the United States.

Timber will ordinarily be appraised at the rates indicated for the most valuable products to which it is suited and for which an established market exists. Where there is no market for saw, tie, or pole timber, but a local demand exists for cordwood or other less valuable products, sales may be made at stumpage prices based upon the products actually marketable. Cutting under such sales should be restricted so far as practicable to dead and overmature timber, thinnings, and undesirable species, leaving the bulk of the thrifty saw, tie, or pole timber of the more valuable species. Sales to supply local needs for cordwood, etc., may be made similarly in regions where the cutting of more valuable products is in progress but it is not practicable to supply the local requirements by utilizing inferior grades of material produced in such operations or from thinnings.

Correlation of Appraisal with Future Administration.

If the examining officer has assumed, in his appraisal, departures from customary and thoroughly understood practices, such as unusual marking or unusual brush disposal for parts or all of the sale area, he will put in his report, for inclusion in the instructions to the officer in charge, a clear statement of those departures, and any needed suggestions for administering the sale in accordance with his recommended basis of appraisal. (See "Instructions to officer in charge" under Reg. S-16.)

Price Schedules for Small Sales.

District foresters may authorize supervisors to establish schedules of stumpage prices for specified parts of their forests to be used in small sales where applicable. This should be done only where conditions are so generally uniform that separate appraisals of the various sale areas would result in very slight variations in prices. Such schedules should be worked out in accordance with the appraisal manual instructions, by the use of average selling prices, operating costs, investments, overrun, etc. Every officer who uses these schedules is responsible for knowing the sort of timber to which they are meant to apply, and for making a separate appraisal for any timber differing markedly in quality or accessibility from that assumed in the preparation of the schedules. Supervisors should review these schedules at least annually, and make any changes in them which may be necessary.

Appraisals in Isolated Regions.

In determining prices for sales in isolated regions where outside timber does not compete with national forest timber, the cost of securing material from the nearest outside source will be reported, but the appraisal will be based on the selling prices of similar products at points in the region where competitive conditions exist. The appraised rates should be on a reasonable basis in comparison with the stumpage price obtained for similar material in other portions of the forest.

Appraisals of Dead Timber.

Merchantable dead timber will be appraised at the same rate as green timber of the same species unless it is clearly shown that the products from it will command a lower market price or that logging costs are higher, or unless a lower price is necessary to secure its removal before serious deterioration occurs or to remove a fire menace. (See "When inapplicable," p. 33.)

Appraisals not Guaranteed.

Stumpage appraisals are required by law for the purpose of establishing prices at which national forest timber will be advertised for sale. They are not guaranteed, and prospective purchasers should be informed that the Forest Service assumes no responsibility for their accuracy or for the success or failure of the operations of purchasers. It is expected that each applicant or bidder will make his own examination and estimate of logging costs and the quality of the timber, and will determine for himself whether he wishes to purchase the timber at or above the price at which it is offered for sale. By the execution of a sale contract the purchaser assumes full responsibility for the success of his operation under the prices and other conditions stated therein. The data in appraisal reports may be shown or furnished to prospective purchasers with a statement that the Forest Service will not be responsible for their accuracy.

No Price Quotations before Appraisal.

No prices, however carefully worded, will be quoted to applicants prior to the appraisal of the stumpage, even in personal conferences, but statements about appraised prices will be limited to comparisons with current approved appraisals or sales for other bodies of timber comparable to the one in question, or to a range of prices within which, in the judgment of the officer furnishing the information, the appraised price will probably fall. Stumpage prices will be omitted from sample contracts.

Appraisals by Forest Forces.

So far as practicable, appraisal reports will be made by the local force on each forest, using uniform figures compiled in the office of the district forester for manufacturing costs, selling prices, overrun, etc., so far as such figures are applicable. Analyses of large sale chances which require the most expert knowledge of logging costs and quality of timber will ordinarily be made by the district logging engineer assisted by members of the local forest force, who should be given every possible opportunity to obtain training in appraisal work in this manner.

Reappraisals.

Sale contracts of more than five years' duration, including any period which may have been allowed for the construction of improvements, will uniformly provide for the redetermination of stumpage prices, after reappraisal, at specified intervals. Ordinarily, reappraisals will be made every three years beginning with the year when cutting operations are to commence, as stipulated in the contract. In very large sales, involving exceptional investments and risks, the reappraisal period may, with the approval of the Forester, be extended to four or five years, but this is seldom necessary. Regulation S-6 makes special provision for large sales in Alaska. The standard reappraisal clause (special clause 6) will be used uniformly.

Special rates on minor products utilized at the option of the purchaser, which may be fixed by the district forester under paragraph (c) of special clause 6, must be not less than the minimum price established by advertisement. It will, therefore, usually be desirable in large sales to specify in the advertisement a low rate, such as 50 cents per thousand feet, for small-sized material or short chunks the utilization of which is not required and which may be removed at the option of the purchaser.

Reappraisals will be made in accordance with the appraisal manual and with the foregoing instructions under "Appraisals." The determination of the new prices will be made by the officer who authorized the advertisement of the timber.

Reappraisals differ from appraisals in that the purchaser does not have the option of bidding or of refraining from bidding for the timber at or above the price fixed. Errors of judgment or failure to follow instructions are, therefore, even more serious in their results. The aim is to fix new prices which can be shown to be fair and reasonable values for the Government timber, in view of increases, if they have occurred, in the value of similar stumpage in the region. The officer preparing the reappraisal report has the advantage of knowing the quality of the timber as shown by the operation to date, and the actual methods of logging which have proved feasible. Due consideration will be given to the purchaser's actual costs of operation and to the selling prices he has obtained.

but, as in appraisals, average figures for reasonably efficient operations in the region should be used whenever applicable, irrespective of whether the purchaser is more or less efficient than the average.

Reappraisals fix new prices at which the entire area would be advertised if no sale had been made. They will therefore cover the timber on the entire tract, as it was before cutting began. This will give the purchaser the advantage to which he is entitled if the area already logged is the more difficult part of the unit, and, in any case, is equitable to both the purchaser and the Government.

An important consideration in any reappraisal is whether any changes in the conditions of the contract concerning marking, methods of logging, utilization, and protection should be made. The reappraisal rates, whether increased over the prices originally bid or not, should not be approved or recommended by the supervisor or district forester without a thorough check of the conditions on the sale area, as to the adequacy of the existing requirements in securing protection and regrowth. It is a definite responsibility of these officers to secure any changes in these contract conditions necessary to leave the ground in good condition, within the limitation that the new requirements must be practicable for the operator. The opportunity to secure better results in silviculture and protection is just as important as the opportunity to adjust prices, and both must be fully considered. Since the cost of any changes in contract conditions must be allowed for in the reappraisal of prices, decision whether such changes are necessary must be made first, and operating costs then estimated. If changes are made, the instructions to the officer in charge (see under "Administration of sales") should be revised.

Operators must always be allowed ample time to present any data they may wish to have considered by the officer who fixed the reappraised prices. If any increase over existing rates or any changes in contract conditions or both are contemplated, the operator should be notified at least 60 days before the date on which the change will become effective, and the proposed changes in rates or conditions stated clearly. If the Forester is to fix the rates or change the conditions, the notification to the operator should be of the changes the district forester proposes to recommend, and the operator should be invited to submit to the district forester any data he wishes to have considered.

In all cases the operator should be notified of the decision reached by the appraising officer in ample time to permit of appeal to the next superior officer, if desired, before the changes become effective.

District Instructions on Timber Sales.

The district forester will prepare and keep up to date, in mimeographed form or otherwise, standard instructions to forest officers concerning the examination and appraisal of sale areas, the preparation of contracts, and general features of sale administration. These instructions should contain such applications of the stumpage appraisal manual to district conditions as are needed, with standardized cost items for wages, logging structures, equipment, etc., suited to the local operations. They should also set forth the standard practice for the district in marking, fire precautions, slash disposal, utilization, etc., in various types; should contain any directions on scaling needed to supplement the general instructions of the service; and should cover any other points in handling sales or other timber uses where uniform action on the part of sales officers will promote efficiency. The specific instructions for the administration of each large sale (see "Instructions to officers in charge" under Reg. S-16) are in addition to these district instructions.

CONTRACT CONDITIONS

Every timber sale contract must be a clear statement of the obligations of the purchaser and of the Government. Its provisions represent the application of the purposes and policies of the Forest Service in timber uses to the particular case. As a matter of convenience, the permit form (Form 202c) has been provided for use when applicable in small sales. In large sales Form 202 will be used or followed. The following discussion refers to the subject matter as indicated on that form and to certain special conditions of unusual importance.

Definition of Cutting Area.

The purchaser is usually required to cut over a definite area, frequently indicated on a map which is part of the contract. (See special clauses 1, 2, and 4, and "The cutting area," p. 34.) If the sale is for a specified quantity of timber, an area will be defined within which cutting will be done and the scattering of operations will be prevented under section 6 of Form 202 or by the inclusion of special clause 3.

The Estimated Cut.

The estimated cut of timber on the area required to be cut over will be given by species and products so far as possible. The estimate is not guaranteed. (See "Appraisals not guaranteed," p. 39); nor unless the sale is for a specific quantity is the contract at an end when the estimated volume is obtained, if the area proves to contain more. If optional areas are indicated, the estimated cut will not include timber from them. Optional material (sec. 6 of Form 202 and special clauses 5, 6, and 10) from the area which the purchaser is required to cut over will not be included in the estimated cut, but material the taking of which may be waived by the authorized forest officers (special clause 4) will be included.

Sales of Rapidly Deteriorating Timber.

Special clause 4 may be inserted in agreements for the sale of timber subject to rapid deterioration on account of damage by fire, insects, windthrow, or other causes, where it is anticipated that as the operation progresses there may be an insufficient quantity of merchantable timber on some logging units to permit a practicable operation. If the amount of merchantable material on each logging unit necessary to justify the investment required to log it can be determined in advance, the substitute wording should be used. This clause should not be used in sales consisting mainly of living timber unless they contain described bodies of rapidly deteriorating timber to which alone the above principles are applicable.

In sales where the rate of deterioration is uncertain, and consequently the total amount of timber which may be removed is doubtful, special clause 13 should be used to replace section 3 of Form 202. At the time the agreement is signed the minimum cut for the first period of the sale will be specified in a letter from the proper forest officer to the purchaser and promise cards made for further notifications.

Prices and Payments.

Prices will be given as unit rates by species or by groups of species of the same unit values, and so far as practicable by classes of material. In all sales of more than five years' duration special clause 8 will be used. (See "Reappraisals," p. 39.) Prices will not be written in sample contracts. The amount of payments to be required is discussed under Regulation S-13.

Period of Contract and Rate of Cutting.

(See Reg. S-4 and the instructions thereunder.) The date set for the completion of the contract and for the cutting of specified amounts should give the operator ample time to fulfill his obligations if he is reasonably diligent. For sales of rapidly deteriorating timber special clause 13 may be substituted for section 3 of Form 202. If maximum rates of cutting should be specified, the wording of special clause 14 will be used. If a period for the construction of improvements is allowed special clause 11 will precede the wording in section 3 of Form 202.

In sale contracts for rapidly deteriorating timber special clause 12 may be added to section 3, Form 202, when, to salvage as much of the timber as possible, it is imperative that cutting should not be delayed and when the district forester does not believe that the requirement of a specified periodic cut is sufficient to accomplish this.

Marking or Designating Timber.

The section of a contract covering marking is an obligation of the United States rather than of the purchaser. The purchaser's obligation is to cut all the merchantable dead timber (sec. 1, Form 202) and all and only the marked or designated live timber (sec. 12, Form 202). Special clauses 16 to 19 give wording applicable to most sale areas. The purpose is to define what timber is to be cut, how it may be recognized, and, usually, a minimum percentage of the total volume on the sale area which the Government promises will be marked or designated for cutting. It is usually impracticable to specify details and for sales which cover numerous variations in type or several distinct forest types, even the sample marking provisions of special clause 16 may be too restrictive on the administrator of the sale in carrying out the best silvicultural practice in accordance with his instructions. (See "Marking" under Reg. S-16.)

A definition of tree merchantability is given as section 5 of Form 202 in order to distinguish between trees which the purchaser is required to cut for forest sanitation purposes with allowance in the appraisal and those which he is to cut primarily for their products. This definition is of especial importance if the number of unmerchantable trees to be felled is limited. (See special clause 82.)

Scaling.

Every contract must contain a clear definition of the unit or units by which the products will be measured. (See Reg. S-16 and "Scaling and measuring sale products," p. 93.) The second sentence of section 7, Form 202, is such a definition for saw logs. Special clauses 22 to 25 and 34 give wording applicable to certain other products. Sections 6 and 8 of Form 202 express, for saw logs, certain standards which will be followed in scaling, and prevent misunderstandings about the utilization required and the scaling practice.

Provision will also be made for the economical handling of scaling and measuring. The first sentence of section 7, Form 202, may be supplemented by special clauses providing for scaling at only specified intervals or of only specified minimum volumes. (See special clauses 26 to 32.) It is the responsibility of the supervisor to see that economy in scaling is provided for by the terms of sample contracts or permits, and that it is put into effect on sale areas.

Logging Restrictions and Requirements.

On Form 202, sections 9 and 10 deal with the larger phases of logging and sections 11 to 15 with specific details. Section 9 is of especial importance in a sale of a variety of products which a purchaser may wish to log separately from the same area. It also enables the officer in charge to prevent any form of high grading a sale area or the unnecessary scattering of operations with the attendant increase in the cost of administration. Specific details may be added to this section of the contract or may be put in a letter to the purchaser, and in the instructions to the officer in charge. (See p. 90 under Reg. S-16.) The general policy covered by section 9 is elaborated in section 11, with reference to continuity of work, once it has started, on any portion of the sale area. Special mention is made of brush disposal, since this is likely to lag. Special clause 82 similarly specifies a definite time for snag felling.

Section 10 expresses the policy outlined under "Destructive methods of logging," (p. 7), to avoid risks to growth from fire hazards, breaking or skinning reserved trees or reproduction, excessive swamping, etc.

Sections 12 to 15 define the obligations of the purchaser in felling and bucking timber and in moving it. They safeguard the accomplishment of both the silvicultural and the utilization policies of the Forest Service. (See "Close utilization of cut timber" under Reg. S-1, and "Scaling in connection with contract violations" under Reg. S-16.) Special clauses may be used when needed to cover the cutting of timber for the most valuable products (special clauses 35 to 38) or to meet unusual conditions of butt defects (special clauses 43 and 44), or special clause 42 may be added to section 15, Form 202, and liquidated damages of from 5 cents to 25 cents a stump collected to compensate for the loss in volume and high quality product in high stumps. Similarly, in sales of small material such as small spruce pulpwood in the Lake States, liquidated damages of 5 cents to 25 cents a tree may be provided, instead of double stumpage, for unmarked or undesignated trees which are cut and for marked or designated trees left uncut.

Brush Disposal.

Each contract will provide for the disposal of the brush resulting from cutting. This is, in most cases, primarily to reduce the fire danger. The methods vary so widely that no attempt is made to print requirements on Form 202. Special clauses 46 to 56 are for use in conformity with the instructions under "The disposal of slash," p. 12.

If the Forest Service is to dispose of the slash with cooperative deposits made by the purchaser, special clause 49 should be used. Excess deposits made under this clause need not be refunded but may be used to dispose of brush on other sales where deposits for similar work have not been large enough. (See "Policy and procedure for handling cooperative slash disposal deposits," p. 13-S.)

If an agreement is to be so drawn that slash may be disposed of either by the purchaser or by the Forest Service with cooperative deposits by the purchaser, clause 49 may be so worded that slash may be disposed of by either method. This may be accomplished by including in the clause the optional feature shown in parenthesis under it. In this case, however, reference to the clause must be made in the sections of the contract requiring brush disposal by the purchaser.

Clause 51 may be used when authorized by the district forester on areas of relatively low fire danger. It provides for the burning of slash only on portions of the sale area, with intensive fire patrol for some years after cutting and during the period of increased fire danger. Patrol will ordinarily be necessary for five or six years after the expiration of the contract. Funds collected under this clause will be placed into the cooperative work fund and need not be refunded when the special patrol ceases.

Fire Precautions and Responsibilities.

The fire precautionary requirements, in accordance with standards established by the district forester, will be plainly set forth in the contract. In most cases it is desirable and necessary to amplify the general provisions of sections 17, 18, and 19 of Form 202 by including specific clauses which express the applicable provisions of the service standards in this respect.

The fire precautionary requirements of contracts are of great importance, and special clauses applicable to specific conditions under which timber is to be cut must be insisted upon. Under special clauses 57 to 76, which may be used for this purpose when applicable, statements are appended telling for what types of operations the various special clauses will be inserted in contracts. (See also "Precautions against logging fires, pp. 8-14.)

Occupancy and Improvements.

The purchaser is given authority to occupy national forest land, in connection with his operations under the contract, by the terms of section 20 of Form 202. Section 21 defines the material he may use for construction without paying for it. Section 22 requires that, in occupying land, certain sanitary precautions shall be observed, thus covering as an express contractual obligation one point in which the occupancy or construction of improvements is controlled for the protection of national forest interests. Special clauses 77 to 80 may be used where desired to express other limitations as contractual obligations instead of relying solely on the broad powers given the forest officer in charge by the terms of section 20.

A requirement that operations under the contract shall not interfere with the use of or be destructive to improvements constructed by others is given in section 23. This is of especial importance if telephone lines, roads, or trails used by the public or in fire protection cross the sale area, and may be amplified if necessary in specific cases.

Felling Snags and Diseased Trees.

Special clauses 81 and 83 are standard for expressing the requirements of the Forest Service in regard to snags and diseased trees as discussed under "The elimination of snags and diseased trees," page 14.

Use of Railroads by other Purchasers.

Special clause 85 or 86 will be inserted in every contract involving the construction of a railroad which should form the outlet for timber other than that included in the sale. The need for their use can be determined from the management plan. Clause 85 is preferable, since it imposes less responsibility upon the Forest Service and involves less opportunity for friction. If applicants or purchasers object to its terms, however, clause 86 may be substituted. The provisions of the latter clause are inapplicable to any portion of the railroad which becomes a common carrier while it retains that status.

Sale of Products to other Purchasers.

Special clause 87 should be used as a general rule in contracts of over five years' duration and in shorter contracts at the discretion of the approving officer where the complete use of all commercial products is not now possible or the utilization of certain products is made optional with the purchaser. It is the policy of the Forest Service to give the purchaser preference in the sale of such products, so far as he elects to utilize them, whether under an option conveyed by the contract or by subsequent application.

Special clause 88 will be incorporated in all contracts of five years' duration or longer which include 25 per cent or more of longleaf, slash, western yellow, or Jeffrey pine, which have not yet been worked for naval stores.

Provision for Exchanges.

Provision for exchanges is now printed as a regular section in Form 202 (p. 8). It is the policy of the Forest Service to include this section in contracts for advertised sales, but its omission may be authorized by district foresters. (See "Timber given in exchange," p. 114.)

Title.

The second sentence of section 7 of Form 202 makes delivery occur when the material is scaled, measured, or counted. (See also "Purpose and significance" under "Scaling and measuring sale products," p. 93.) The fact that timber upon valid claims is exempted from the sale does not relieve the examining officer from making every effort to determine whether valid claims, especially mineral claims, exist in the logging unit. (See Reg. S-3 and the instructions thereunder.)

Complaints by the Purchaser.

The second paragraph on sheet 9 of Form 202 establishes a reasonable time limit within which complaints by the purchaser against any action taken by a forest officer under the terms of the agreement must be filed. This provision is primarily for the protection of the Government. The paragraph also provides that the decision of the Secretary of Agriculture shall be final in the interpretation of the contract.

Power of Suspension for Violations.

The third paragraph on sheet 9 is the specific authority for the suspension of operations if contract violations occur and are persistent. (See "Enforcement of agreements," p. 101.) Provision is also made for the termination of contracts by mutual agreement under certain conditions. (See "Policy as to breached contracts and damages," p. 106.) If special clause 57 is used, suspension of parts of the operation during fire emergencies is specifically authorized.

Collection of Appraisal Data.

The fourth paragraph on sheet 9 of Form 202 authorizes inspection of the purchaser's books and promises that information so obtained will be regarded as confidential. The chief purpose of this provision is to enable the Forest Service to obtain currently data needed for appraisals or reappraisals, especially selling prices.

Provisions Required by Law.

Provisions forbidding Members of Congress to share in the benefit of the contract or agreement and prohibiting assignment are required in all contracts to which the United States is a party.

SPECIAL CLAUSES FOR TIMBER SALE AGREEMENTS

The following standard clauses may be used when required to supplement those of Form 202. They are segregated under the same titles as those used in the form (1927 revision) to facilitate their inclusion in the proper places in agreements.

The wording of these clauses has been approved by the solicitor, and should not be changed unless a different thought is to be expressed, and then only with the approval of the assistant to the solicitor as to legality and of the officer who will approve the agreement for conformity with service policy. Regional foresters may give this approval in advance by issuing, as part of their instructions for handling timber uses (see p. 40), substitute wording and additional clauses which may be better adapted to the local conditions in each region; but the approval of the assistant to the solicitor shall be secured in all cases; all such changes and additional clauses must conform with the policies outlined in this manual, and important changes in or omissions from clause 8 will not be authorized without the approval of the Forester.

Description of Timber—Sale Area.

1. As definitely designated on the attached map which is hereby made a part of this agreement.

[To be added at the end of the description of the sale area.]

2. *Provided*, That additional timber outside the area as designated on the attached map and within the watershed named above may be included in this sale by mutual agreement between the purchaser and the (regional forester or forest supervisor), such additional timber to be paid for at the current rates fixed in accordance with the terms of this agreement.

[To be added at the end of the description of the sale area and of clause 1 above. It is applicable only if the appraisal indicates optional areas outside the sale boundaries and within the logical logging unit, and if the advertisement has included these optional areas.]

3. Cutting shall begin at a point to be designated by the forest officer in charge and shall be confined to the least possible area which will yield the amount specified in this agreement.

[For use in sales for specified amounts rather than for all the timber on a stated area.]

4. *Provided*, That the purchaser shall not be required to cut or remove the timber from any portion of the sale area which because of the deterioration of timber killed or damaged by (*name cause as insects or fire*) contains at the time it is reached for cutting a quantity of merchantable timber insufficient, in the judgment of the Forest Supervisor, to permit a practicable operation (or

contains at the time it is reached for cutting an average of less than —— board feet of merchantable timber per acre).

[For use only in contracts for the sale of rapidly deteriorating timber.]

Description of Timber—Use of Minor Products.

5. Unmerchantable material may be removed at the option of the purchaser either subject to the charge specified herein for merchantable timber or at the discretion of the regional forester without charge. Such material for which payment is required shall be scaled, measured, or counted as the regional forester shall prescribe and where necessary converted into board measure, log scale, by a ratio conforming with the current practice of the Forest Service.

[For use if it is probable that closer utilization will become practicable before the contract expires. If a special rate for unmerchantable material has been named in the advertisement and agreement the first sentence should end with the words "at the option of the purchaser." See clause 9.]

6. *Provided*, That the purchase of timber of the above-mentioned species unsuitable for the above-mentioned products (*add if conditions require* and timber of other species suitable for any product) in marked or designated trees upon the sale area or upon subdivisions thereof, as defined by the forest officer, shall be optional with the purchaser at the rates hereinafter stated: *And provided further*, That prior to notice in writing to the forest supervisor of the exercise of the right to purchase said timber the United States may dispose of it in any other manner.

[This clause may be used if the optional material is to come from the area which the purchaser is required to cut over for the major products. If special rates for optional material have been named in the advertisement, the following should be added under the heading "Payments" in section 2:

For material taken under the option aforesaid: for ——, \$—— per (linear foot, cord or other unit).

For any other material taken under the said option, at such rates as may be established by the regional forester in accordance with the ratios of volumes in current use by the Forest Service, such rates to be equivalent to \$—— per thousand feet board measure.]

Description of Timber—Reservations and Subsequent Appraisal of Additional Blocks.

7. The national-forest timber located on an area of about —— acres in approximately (*insert township description, surveyed or unsurveyed*) on the watershed of ——, estimated to cut —— thousand board feet of —— (*insert names of species*), more or less, shall, except in case of serious deterioration from fire, insects, or other causes, be reserved from sale by the United States until and not later than six months prior to the completion of cutting on the area covered by this agreement, but in no case later than —— (*insert date six months in advance of anticipated completion of sale*), and at the expiration of the period for which this timber is reserved from sale the Forester shall, upon request by the purchaser, appraise and advertise it for purchase under sealed bids, at such minimum prices and under such conditions and requirements as he may deem necessary.

Payments—Redetermination of Stumpage Prices by Reappraisal.

8. [To follow the first printed paragraph of section 2 on Form 202.]

(a) For all timber scaled prior to (*date of first reappraisal*) at the following rates: ——.^a

For all timber scaled on or after (*date of first reappraisal*) and prior to (*date of second reappraisal*) at such rates as shall be established by the regional forester or Forester) prior to (*date of first reappraisal*). (*Similar language to be used for each reappraisal period except the last*).

And for all timber scaled on or after (*date of last reappraisal*) at such rates as shall be established by the (regional forester or Forester) prior to (*date of last reappraisal*).

^a Amdt. No. 233, effective Feb. 27, 1930.

(b) The (regional forester *or* Forester) shall before each of the foregoing dates reappraise the entire tract of timber included within this sale and establish the rates to be paid for each species during the subsequent three-year period, such reappraisals to be made according to the standard appraisal methods in use in the Forest Service, which include consideration of the quality of the timber and analysis of operating costs and lumber or other product prices in the region in which similar operating and market conditions prevail, during a period of years prior to the reappraisal sufficient in the judgment of the (regional forester *or* Forester) to form a reasonable basis for the determination of stumpage values. Reappraisals will also include consideration of comparable stumpage prices in the region and of market conditions in the industry and shall make allowance for an equitable margin for profit and risk to the purchaser.

(5) The (residual) Director or (Secretary) shall before each of the
the year-to-be paid for each species during the next three-year

participate in the (residual) Director or (Secretary) shall before each of the
the year-to-be paid for each species during the next three-year

(c) If any material cut under this agreement and merchantable under its terms is manufactured or sold by the purchaser in other forms than those specified herein, the (regional forester or Forester) may upon the next reappraisal date establish a special stumpage rate for each class of material so manufactured or sold during the succeeding period, which rate, in accordance with the ratio per thousand board feet currently used by the Forest Service, shall be not less than the initial stumpage price fixed herein.

(Add, if special rate for unmerchantable material has been included in advertisement and in agreement: The (regional forester or Forester) may redetermine on an equitable basis, on the dates designated above for readjustment of stumpage prices, the rates specified herein for material unmerchantable under the terms of this agreement.)

The purchaser shall furnish, upon request of the regional forester, a statement, by species, of the amount, grade (if any), and value received for each class of material cut under this agreement and manufactured or sold by him in other forms than those specified in section 1 of this agreement.

(d) The Secretary of Agriculture shall, upon written application from the purchaser showing good and sufficient reasons therefor and specifically the existence of a serious emergency arising from changes in market conditions since the last reappraisal, at his option, when action of either character is necessary to relieve the purchaser from hardship, either—

(1) Redetermine and establish the stumpage rates and designate a date when the rates as redetermined shall be effective, which date shall be within six months of the date of application; or

(2) Grant an extension of time within which the respective amounts of timber specified in section — shall be removed, not to exceed the total period allowed for cutting all the timber.

Any stumpage rates redetermined upon application to the Secretary shall be determined in accordance with the methods and under the terms above set forth, and shall apply only during the remainder of the — year period then current, when the rates shall be regularly designated after reappraisal.

(e) In no event, however, shall the stumpage rates as established upon any reappraisal date, or upon application from the purchaser, be less than those specified herein to be paid for timber scaled prior to (*date of first reappraisal*).^a

(f) At the date of any reappraisal of stumpage prices the (regional forester or Forester) may require such modifications in the sections numbered (*specify sections of contract dealing with marking, utilization, methods of logging, and protection*) in this agreement as are necessary, in his judgment, to protect the interests of the United States. Such modifications shall be limited to requirements contained in timber-sale contracts current at the time of reappraisal in (*name of State or region*), and shall be practicable under the existing equipment and organization of the purchaser, except as changes in equipment may be required by the terms of this agreement. Any additional operating costs entailed by such modifications shall be taken into consideration as factor in reappraisals.

8a. [For use in place of sections (a) and (b), clause 8, in long-term contracts with several reappraisals. To follow the first printed paragraph of section 2 on Form 202.]^b

(a) For all timber scaled prior to (*date of first reappraisal*) at the following rates: —.

For all timber scaled during the period beginning (*date of first reappraisal*) and ending (*day preceding date of second reappraisal*) both dates inclusive, and for all timber scaled within each succeeding 3-year period thereafter, [*when period at end of sale is not full reappraisal period add "until (day preceding date of last reappraisal)*] and within the following — year

^a Amdt. No. 234, effective Mar., 1930.

^b Amdt. No. 235, effective Mar., 1930.

period beginning (*date of last reappraisal*)"] at such rates as shall be established by the (regional forester or Forester) in advance of the beginning of each period to apply during that period.

(b) The (regional forester or Forester) shall before (*date of first reappraisal*) and before (*month and day of first reappraisal*) of each third (or other period) year thereafter during the time this agreement remains in force reappraise the entire tract (*continue as in section (b), clause 8*).

Payments—Unmerchantable Material.

9. For any material unmerchantable under the terms of this agreement for which payment is required, and which may be cut and removed at the option of the purchaser, \$—— per ——.

[For use as part of section 2 of Form 202 when it is probable that closer utilization will become practicable before the agreement expires and a special rate for unmerchantable material has been given in the advertisement. (See clause 8, paragraph (c)).]

10. For material under —— inches in diameter at the large end, which may be removed at the option of the purchaser, —— per ——.

[For use if there is no certain market for products cut from small material. The rate should be that named in the advertisement if a special rate has been named or the equivalent of the advertised price for other material if no provision has been made for a special rate.]

Period of Contract.

11. Unless a later date is fixed by the regional forester in writing, the construction of improvements necessary for the transportation of the products of this sale from the first portion of the area to be logged to the purchaser's chief mill (or to the point of sale or shipment) shall be completed and the cutting and removal of timber shall begin not later than —— and

[To be prefixed to section 3 of Form 202. See "Additional time for construction of improvements," under Reg. S-4.]

12. *Provided*, That the operation of the purchaser shall proceed at all times on a scale commensurate, in the judgment of the forest supervisor, with the amount of timber to be cut and removed during each of the above-mentioned periods.

[To be inserted at the end of section 3, Form 202, at the discretion of the regional forester in sales of rapidly deteriorating timber.]

13. Unless extension of time is granted all timber shall be cut and removed and the requirements of this agreement satisfied on or before ——. Cutting shall begin not later than ——, and shall be conducted with reasonable diligence. In order to prevent unnecessary loss of merchantable timber through deterioration, the purchaser shall cut such amounts of timber, or the timber from such areas, during such periods, as may from time to time be specified in writing, in advance, by the regional forester (or forest supervisor).

[For use only in sales of rapidly deteriorating timber. If used it replaces section 3 of Form 202.]

14. Unless such amounts are changed in writing by the (*title of approving officer*) at least —— feet board measure (*add if necessary* or an equivalent volume of all forms of material), but not more than —— (*same unit*) shall be cut prior to ——; at least —— but not more than —— shall be cut prior to ——; etc.

[For use to replace the second sentence of section 3, Form 202, if it is necessary to control the maximum rate of cutting. See "Minimum and maximum rates of cutting," p. 32.]

Period of Contract—Minor Products.

15. (In addition) at least —— linear feet (*or other unit* of tops under —— inches in diameter at the large end shall be paid for, cut, and removed annually, but this requirement may be waived by the regional forester as to any specified

year, in whole or in part, upon satisfactory showing from the purchaser that such material can not be marketed at a reasonable profit.

[For use where there is but a limited market for certain classes of small material.]

Marking.

16. The volume of merchantable live (*name species if necessary*) timber marked for cutting shall be not less than — per cent of the total volume (of that *or* those species *if necessary*) on the sale area in trees — inches and over in diameter at a point $4\frac{1}{2}$ feet from the ground: *Provided*, That trees of any diameter which, in the opinion of the forest officer in charge, are merchantable, may be marked for cutting. Merchantable dead timber shall be cut whether marked or not. The system of marking has been indicated by sample marking examined and accepted by the purchaser, and future marking shall follow the methods and principles so exemplified, subject to the volume limitation named above.

[Standard clause for selection or partial cutting. The use of the last sentence is optional and may be omitted if the purchaser is familiar with marking methods in similar timber.]

17. Timber shall be designated for cutting as follows: The exterior boundaries of the sale area shall be plainly marked. Groups of trees or single trees may be reserved for seed wherever it may be deemed necessary by the forest officer in charge: *Provided*, That not more than — per cent of the total merchantable volume on the sale area in trees — inches or more in diameter at 4½ feet from the ground shall be so reserved. (All reserved trees may be (*name species*) if desired by the forest officer in charge.) All reserved trees shall be marked with tags or otherwise plainly indicated. All other timber shall be considered as designated for cutting.

18. On approximately — per cent of the sale area the timber will be designated for clean cutting, and on such areas all merchantable trees, except those marked or designated as seed trees, shall be cut: *Provided*, That the forest officer in charge may designate small patches of timber suitable for farm improvements, which shall be reserved. On the remainder of the sale area (*continue with standard clause 16*).

[Standard clause for combined clean cutting and selection cuttings in sales involving agricultural lands.]

19. The volume of merchantable live (*name better species*) timber marked for cutting shall be not less than — per cent of the total volume of that (*or those*) species on the sale area in trees — inches and over in diameter at a point 4½ feet from the ground. The cutting and removal of (*name inferior species*) in excess of — per cent of the total cut shall be optional with the purchaser, but any timber so cut shall be marked or designated in advance and — per cent by volume of these species may be reserved: *Provided*, That if the purchaser desires to secure a larger volume of these species than he is required to take his option shall be exercised by logging units acceptable to the forest officer in charge, and the volume cut in excess of that required on any logging units shall not be considered in determining compliance with this requirement for the sale area as a whole.

[Standard clause for sales in which the taking of inferior species is largely optional with the purchaser.]

Marking—Reservations for Scenic or Recreational Purposes.

20. No timber shall be marked or designated for cutting within — feet of — (*name, lake, stream, road, or the recreational area as the shore line of Shawnee Lake*).

21. On a strip — in width on either side of any public highway (*or the main road from — to —*) within the sale area, no trees shall be marked for cutting except those which, in the judgment of the forest officer in charge, should be cut on account of disease, insect attack, or overmaturity.

Scaling—Measurement of Various Products.

22. Hewn railroad ties and (*name any other material sold at piece rates*) shall be counted. (*Name material as props, posts, mine ties*) and other material too small for saw timber, ties or (*name other products as before*) shall be measured by the linear foot (*add if no rate per linear foot is named in the agreement* and — linear feet shall be considered equivalent to 1,000 board feet): *Provided*, That any material having a larger diameter than — inches inside bark at the large end shall be scaled, measured, or counted as the product for which it is best adapted in the judgment of the forest officer in charge and shall be paid for as such product.

[For use after the printed wording in section 7 on Form 202.]

23. *Provided*, That when, in the judgment of the forest supervisor, the maximum number of sawed ties is being produced from each log, such sawed ties may be counted and charged for at the rate of — each in lieu of scaling the logs.

[For use as part of the second paragraph of section 7, Form 202, only in sales of hewn and sawed tie timber where the side cut can not be marketed.]

24. Saw logs (*name other forms of material if desirable*) shall be scaled in cubic feet based on the middle diameter of the log inside bark taken to the nearest inch and the length of the log taken to the nearest foot.

[For use if the unit of measure is the cubic foot instead of the Scribner Decima C log rule. If used, it replaces the corresponding wording in section 7 on form 202.]

25. Tanbark shall be weighed in tons of — pounds on the nearest available scales under the supervision of the forest officer in charge; *Provided*, That the forest officer in charge shall have inspected said scales and shall have agreed to their use for this purpose.

[The long ton of 2,240 pounds is ordinarily used in weighing tanbark. If required by the wording of the agreement, conversion of tons into cords may be provided for, the usual ratio being one long ton to the cord.]

Scaling—Economy in.

26. Logging operations shall be so conducted as to permit scaling to be done economically, and timber or logs from private or State land shall not be mixed at the point of scaling with timber or logs from Government land. (*Add if desirable* and timber or logs cut under this agreement shall not be mixed before scaling with timber or logs cut under any other sale agreement.)

27. If required, the purchaser shall plainly mark the length of each log on the small end with other than black crayon.

28. Logs shall be arranged for scaling in connection with the use of any loading device in accordance with the directions of the forest officer in charge, in the manner most practicable for the purchaser consistent with economical scaling by forest officers.

29. Scaling shall be done as often as practicable in the judgment of the forest officer in charge while cutting is in progress.

30. Scaling shall be done as often as a minimum of — feet board measure of logs (*add if necessary* or an equivalent amount of material of all kinds) are assembled and arranged for this purpose. (*Add in large sales*: on any unit of the logging operation.)

31. A Forest Service scaler shall be employed continuously while logging is in progress at the rate of not less than — feet board measure daily. (*In large sales*, "A Forest Service scaler shall be employed continuously on each unit of the sale area requiring the services of one man while logging is in progress at the rate of not less than — feet board measure daily." *Substitute* weekly or monthly for daily *if desirable*.)

32. Cordwood shall be piled in compact, even stacks for measurement, as directed by the forest officer in charge.

33. On request, copies or abstracts of the scale reports will be furnished to the purchaser after they have been approved by the supervisor.

[This clause may be used as a separate section or as part of any section under "Scaling."]

Scaling—Distinguishing Green from Dead Timber.

34. The forest officer shall distinguish green from dead timber at the time of measurement or scaling solely on the appearance of the piece.

Scaling—Use of Timber for Most Valuable Products.

35. All material (*add if desirable* "larger than — inches at the large end") shall be scaled, measured, or counted and paid for according to the product of greatest stumpage value for which it is suitable in the judgment of the forest officer, whether so utilized or not.

[For use if products of varying stumpage value can be made from the same material, as to collect saw-timber rates for logs cut into cordwood.]

36. Any timber of an 8-foot length which has a diameter inside bark at the small end of not less than — inches, and is otherwise suitable for tie purposes in the judgment of the forest officer in charge, shall be counted and paid for at the hewed tie rate regardless of the product made therefrom.

[For use if hewed ties are to be cut and carry a higher stumpage rate than saw logs.]

37. Cedar shall be so utilized as to produce, in the judgment of the forest officer in charge, material of the greatest stumpage value under the terms of this agreement: *Provided*, That cedar poles need not be cut longer than ——— feet. Any pieces over ——— feet in length and suitable for poles (*or* piling) under the specifications of the ——— Association in effect on (*or* issued on) ——— shall be measured and paid for as poles (*or* piling).

[Standard clause for contracts which include cedar products. If necessary, definitions for poles or piling may be added. See clause 45 for trimming allowance.]

38. Cedar logs having a top diameter of ——— inches or more and ——— per cent clear surface shall be scaled (*or* measured) and paid for as shingle bolt material.

[For use in contracts including cedar products if the rate for shingle bolts is higher than for saw timber.]

Logging—Protection of Living Trees.

39. All rigging shall be slung on stumps or marked trees so far as practicable. Main line rigging shall not be slung on unmarked trees unless unavoidable. When it is necessary to use unmarked trees, straps adjusted in a manner satisfactory to the forest officer in charge shall be used and proper bushing shall be placed under each strap to prevent damage. All rigging shall be removed from unmarked trees before the end of each logging season.

[Standard clause for contracts permitting donkey logging without clear cutting.]

40. In defining choppers' strips, living trees shall not be blazed or otherwise injured.

[Standard clause for mining timber or hewn-tie contracts without clear cutting.]

Logging—Miscellaneous Utilization Clauses.

41. Wood may be taken free of charge from tops or from unmerchantable timber for use as fuel in connection with logging operations.

42. *Provided*, That all stumps which are not cut in accordance herewith will be paid for at the rate of ——— cents each. Such payments will be regarded as liquidated damages, in view of the difficulty of determining the actual damage to the United States through wastage of the quantity and quality of the material involved.

[To be added to clause 15 of Form 202, if desired.]

43. (*Name species* as larch) may be long butted sufficiently to remove the root swelling.

44. Trees may be long butted sufficiently to remove material unmerchantable for (*name products*). If required by the forest officer in charge cuts shall be made in lengths of ——— feet and if suitable in his judgment shall be worked into (*name product* as acidwood, cordwood, *or* shingle bolts).

[This clause should be used in full if the purchaser is required to use the by-product. Otherwise only the first sentence will be used.]

45. Upon all (*name product* as cedar poles) 1 inch for each ——— feet in length shall be allowed for trimming; (*name product*) overrunning this allowance shall be measured not to exceed the next standard length of this material.

[The usual allowance for trimming cedar poles is 1 inch for each 5 feet in length.]

Brush Disposal.

46. The tops of all trees felled (*add* whether merchantable or unmerchantable *if clause 82 or a similar clause is included in the agreement*) shall be lopped and all brush and slash piled by the purchaser in compact tepee piles with the larger material, not exceeding 5 inches in diameter at the butt, stacked around the outside, or otherwise disposed of in a manner that shall not exceed the cost of piling and burning, as directed by the forest officer in charge. Brush piles shall be so placed that when burned they will endanger standing trees and young growth as little as possible.

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[Standard clause for brush piling where the cutting area contains reserved thrifty trees or desirable advance reproduction. If the killing of undesirable species has been authorized by the district forester, substitute for the last sentence the following: "So far as practicable, brush piles shall be so placed that as many (*name species*) as possible will be killed in burning."]

47. Where necessary, in the judgment of the forest officer in charge, for the control of slash fires, fire lines shall be constructed by the purchaser, provided that not over — miles of lines may be required on the entire sale area. On such fire lines, which shall be constructed under the direction of the forest officer in charge and shall not be required to be over — feet in width, all designated living trees and all dead trees shall be felled and inflammable material, including brush, reproduction, and *débris*, shall be piled and burned by the purchaser if practicable in the judgment of the forest officer in charge. Where deemed necessary in the judgment of the forest officer in charge, a strip not to exceed 3 feet in width cut to mineral soil shall be cleared on the exterior edge of the fire lines. The fire lines shall be completed on cut-over areas, as required by the forest officer in charge. Where creeks are used as fire lines, logs, brush, and *débris* sufficient to cause a fire danger shall be removed from the channel so used. (*If single seed trees are to be left for seed, add "The ground shall be cleared of all slash and *débris* for a distance of — feet around the base of any single tree left for seed."*)

[Standard clause for the construction of fire lines preparatory to broadcast burning. This clause should be followed by clause 48 or 49. Ordinarily the width of fire lines is placed at 20 feet.]

48. The purchaser agrees to furnish a sufficient number of men not exceeding — (*do not specify more than the number usually employed in logging operations*) yearly without cost to the Government to burn the brush and *débris* resulting from this sale. The men shall be furnished at such times and for such periods, during the life of this agreement or within a reasonable time after cutting has been completed, as the forest officer in charge shall specify and they shall be placed under his direction and control for brush-burning work: *Provided*, That the purchaser shall not be held responsible for damage to the United States resulting from fires started to dispose of brush under the supervision of the forest officer in charge if all precautions required by him were taken. Oil and wicking for brush burning shall also be furnished without cost to the Government if required by the forest officer in charge.

[Standard clause in sales where the brush is to be burned either in piles or broadcast by the operator. If burning is to be done by the Forest Service at the expense of the purchaser use clause 49.]

49. In addition to making advance payments for stumpage as herein provided (and if required by the forest supervisor in lieu of the purchaser disposing of (or burning) the brush and other *débris*), the purchaser further promises and agrees to deposit in the above-designated depository, when called for by the forest supervisor, such sum or sums as will amount to \$—— per (thousand feet, board measure, *or* other unit) for the total cut of timber under this agreement, to be covered into the Treasury of the United States as part of the special fund for paying the cost of the disposal (or burning) of defective or undesirable trees and brush and other *débris* resulting from cutting operations in sales of National Forest timber including this sale; and the purchaser shall not be required to dispose of the brush and *débris* resulting from his cutting operation except as may be provided for elsewhere in this agreement. (*Add if desirable the purchaser agrees to furnish board at the rate of — per meal per man and lodging when requested by the forest supervisor to Forest Service employees engaged in brush disposal work on the sale area.*)

[If brush disposal is to be done by the purchaser or by the Forest Service if it prefers to do it, the part reading "and if required by the forest supervisor in lieu of the purchaser disposing of (*or* burning) the brush and *débris*" should be included. In this case, the words "Unless brush (burning *or* disposal) is done in accordance with section — (*this standard clause*) of this agreement" should be prefixed to the sections requiring brush disposal by the purchaser. If desired this clause may be preceded by "The tops of all felled trees shall be lopped by the purchaser at the time the merchantable portions of the trees are limbed."]

50. All tops shall be lopped by the purchaser. On not to exceed — per cent of the sale area, including areas around camps, along roads or trails, and on other areas of special fire danger, as designated by the forest officer in charge, the brush and débris shall be piled by the purchaser in compact tepee piles, as required by the forest officer in charge; and on the remainder of the sale area the brush shall be scattered as required by the forest officer in charge.

[For use only in contracts in regions of low fire risk. See "The disposal of slash," p. 12.]

51. In addition to making advance payments for stumpage as herein provided, the purchaser further promises and agrees to deposit in the above-designated depository, when requested by the forest supervisor, the sum or sums of \$—— per (thousand feet, board measure or other unit) for the total cut of timber under this agreement, to be covered into the Treasury of the United States as part of a special fund for paying the cost of piling and burning the slash and débris resulting from cutting operations in sales of National Forest timber, including such portions of this sale area which require that work and of the increased fire precautions necessary, in addition to the precautions taken by the purchaser, it being understood and agreed that amounts so deposited for fire protection will remain available for expenditure after the completion of cutting for the period during which the increased fire danger continues.

[For use when authorized by the district forester, in sales with light fire risk after logging if effective fire control can best be secured by extra patrol during and for a specified period after the completion of the sale].

52. The purchaser shall burn the slash without cost to the Government at such times and under such conditions as the forest officer may prescribe.

[For use if it is safe and practicable for the purchaser to burn brush, particularly where conditions permit the burning of brush as it is cut.]

53. Tops shall be lopped and all brush shall be scattered in such a manner as to lie close to the ground and away from standing trees and reproduction, as required by the forest officer in charge.

54. Tops shall be lopped so that all limbs and material — inches and over in diameter at the large end shall be close to the ground, and material less than — inches in diameter at the large end shall be scattered evenly over the ground, but no material shall be left within — feet of living trees of merchantable species.

[Standard clause in sales of hardwoods if brush disposal is by scattering. The usual diameter named is 3 or 4 inches.]

55. Brush shall either be lopped and scattered or piled and burned or both methods of disposal employed in accordance with the instructions of the forest officer in charge. Where brush is lopped and scattered it shall be spread in such a manner as to lie close to the ground and away from living trees. Where it is piled (*continue with clause 46*).

56. The term "brush" as used in this agreement means all slash and débris resulting from logging operations, including stems, limbs, and parts thereof not exceeding — inches in diameter.

[The usual maximum diameter of stems or limbs classed as brush is 4 inches.]

Fire Precautions.

57. During periods of exceptional emergency, created by hazardous climatic conditions or otherwise, the forest supervisor, or officer to whom he may have delegated authority for this purpose, shall require such additional patrols or other emergency measures as he may determine to be necessary to meet the situation, which requirements, as far as practicable, shall be set forth in the fire plan for the sale area; and if, in the judgment of the supervisor, other precautions are not adequate, or if the operator shall not comply with the emergency measures required, the supervisor or other authorized officer shall have authority to close down such machines or such portions of the logging operations as, in his judgment, should be discontinued during the period of the emergency or until the emergency requirements are met by the operator.

[For use in all contracts under which steam equipment will be used and in other cases if required by the district forester's instructions.]

58. The purchaser shall have at his main camps (*specify other locations if necessary*) a portable gasoline-engine pump equipped with at least 1,000 feet of not less than 1-inch hose. This equipment shall be maintained at all times in readiness for immediate use, and shall be tested before — each year and at such other times as may be required by the forest officer in charge.

[Standard clause for contracts if 20 or more men are to be employed during the fire season except as waived by the district forester for sales in types of low fire danger or if water is not available.]

59. The purchaser shall furnish and shall maintain a suitable sealed box (*or suitable sealed boxes each*) containing —; (*or containing a total of —*) at the camp used in logging the timber covered by this agreement. The said tools shall not be used for any purposes except fighting forest fires, and shall be kept in serviceable condition. (*Add if required by district forester's instructions, The purchaser shall also furnish and maintain suitable sealed tool boxes, each containing —, in such numbers and so located that no crew of — or more men will be working at any time at a distance of more than — feet from a tool box.*)

[Standard clause if tool caches are to be furnished by the purchaser. See "Precautions against logging fires," p. 8.]

60. During such a period of each year as may be designated in writing by the forest supervisor the purchaser shall employ a camp fire warden, for whom a commission as State fire warden will be requested, and whose sole duties shall be the prevention and suppression of forest fires on the operation of the purchaser.

61. During the period from — to — of each year, the purchaser shall employ patrol men in such numbers, but not to exceed — at any one time, as may be required by the forest supervisor. Such patrolmen shall patrol the areas in which fallers or other small groups of laborers are working, follow workers to and from camp or lunch grounds, and cover any other points of danger as may be required by the forest officer in charge.

[Clauses 60 and 61 may be combined into one paragraph. The extent to which both clauses are used will be determined by the district forester's instructions.]

62. All burning incidental to the clearing of rights of way for railroads or wagon roads and of donkey settings shall be done before — or after — of any year, except as this requirement is waived in writing by the forest supervisor with such stipulations as he may require. During the period from — to — of each year, no other brush, slash, débris or camp refuse shall be burned without the written consent of the forest officer in charge, and fires for warming chute grease or lunches shall be lighted only at such places and under such precautions as he may specify.

[If neither railroads nor donkey engines will be used, omit the first sentence and the word "other" in the second sentence.]

Fire Precautions—Logging Railroads and Locomotives.

63. A tank car containing at least — gallons of water and equipped with at least — feet of — inch fire hose and a steam or gasoline force pump, with a minimum working pressure of at least — pounds per square inch and capable of delivering — gallons of water per minute, shall be provided by the purchaser, shall be kept ready for immediate use in suppressing forest fires, and shall be placed, when not in use for fire-fighting purposes, on a connected siding at a point designated by the forest officer in charge.

[For broad-gauge railroad operations, the minimum capacity of the tank car will be 5,000 gallons, and it is usually practicable to require a capacity of 8,000 gallons. This clause will be uniformly included in contracts for railroad operations which extend into one or more fire seasons.]

64. From — to — of each year oil shall be used exclusively as fuel in all locomotives, loaders, track skidders, and cranes operating in connection with this sale. If wood is used to start or to maintain fire overnight in any oil-burning machine, that machine shall not be operated or moved until it is under steam with oil as the fuel and until all wood has been entirely consumed or removed from the fire box.

[Standard clause for contracts under which railroad logging will be used. See "Precautions against logging fires."]

65. From — to — of each year each locomotive, donkey engine, skidder, loader, or other machine having a steam boiler and exhausting into the stack or using any form of forced draft shall be equipped with a spark arrester satisfactory to the forest officer in charge. Such a spark arrester shall be kept in use at all times when there is fire under the boiler, and shall be maintained in effective condition. Each piece of such equipment shall be equipped with a connected steam force pump of not less than — inch discharge, having a minimum working pressure of — pounds per square inch and being capable of delivering at least — gallons of water per minute, at least — feet of serviceable — inch hose, with — inch nozzle attached, ready for immediate use at all times, and a supply of at least — gallons of water: *Provided*, That the supply of water in the tender shall be deemed satisfactory for a locomotive. This equipment shall be tested at such times as the forest officer in charge may require.

[For use in all railroad and steam logging sale contracts, whether oil fuel is required or not. For oil burners, an arrester is needed to break up lumps of soot and sand.]

66. Each locomotive, donkey engine, skidder, loader, or other steam logging engine used in logging or construction work in connection with this sale shall be equipped with a sealed box containing at least (*specify number and types of shovels, axes, pails, or other fire-fighting tools*). This equipment shall be kept in serviceable condition and shall not be used for other purposes than fighting forest fires.

[It is impracticable to require that the same number of tools be carried on some types of loaders, cranes, and steam shovels as on locomotives and donkey engines. Special wording for such engines may be necessary. Otherwise this clause will be used uniformly for railroad operations.]

67. The purchaser shall clear and keep clear all railroad rights of way by cutting all dead trees and brush and by burning all inflammable material that may be designated by the forest officer in charge for a distance of not over — feet on each side of the center of the track. (*Add if wood or coal will be used as locomotive fuel.*) From — to — of each year, the purchaser shall patrol all railroad tracks after the passage of each locomotive, except as this requirement may be waived by the district forester.

[Standard clause if logging railroads are to be operated. For the widths of clearing rights of way, see "Precautions against logging fires." This clause may be combined with clause 62 to control the time of clearing. Details of the patrol may be specified is desirable.]

68. The sanding of locomotive flues shall be done only on portions of the track designated for this purpose by the forest officer in charge. Along the portions so designated, the ground shall be cleared and kept clear of all inflammable material for a distance of — feet on each side of the center of the track.

[For use if oil-burning locomotives will be operated. Clearing for a distance of at least 100 feet is usually necessary.]

69. Officers of the Forest Service, fire fighters, and other regular and temporary employees shall be transported free of charge over logging roads operated in connection with this sale not common carriers, and shall be permitted to ride upon logging trains and engines or to operate speeders when traveling upon official business. Forest officers and other employees riding on logging trains, engines, or speeders shall do so at their own risk, and the owner of the railroad expressly reserves the right to enter into an agreement with such persons before entering upon said trains or engines, or before operating speeders, releasing the said owner from liability for any injury sustained by them in riding on said trains, engines, or speeders, arising from any cause whatsoever. In emergencies arising from forest fire special trains shall be furnished to officers and employees of the Forest Service.

Fire Precautions—Donkey Engines.

70. From — to — of each year oil shall be used exclusively as fuel for all steam donkey engines or other steam logging or construction engines operated in connection with this sale within — feet of a constructed main line or spur railroad track. Wood or coal fuel may be used in machines which are necessarily set at greater distances from a track, but such machines shall be equipped with such devices to prevent the escape of sparks and coals and with such tools, and shall be operated subject to such precautions to prevent fires as the forest supervisor may require.

[Standard clause for donkey logging sales except as waived by the district forester's instructions. If the use of oil exclusively is feasible, omit the second sentence and the word "within — feet of a constructed main line or spur railroad track." Combination with clauses 65 and 71 is usually feasible.]

71. From — to — of each year, the ground at each setting of each donkey engine or other steam logging engine shall be cleared of all inflammable material, including dead trees, for a distance of at least — feet in all directions and for a greater distance whenever necessary, in the judgment of the forest officer in charge, to prevent danger from fires, and inflammable material brought into such clearing during logging shall be removed immediately if required by the forest officer in charge. During the same periods, the ground around each donkey engine or other steam logging machine shall be thoroughly wet down at least once each day when such machine is operated.

72. From — to — of each year, the purchaser shall provide a watchman during the noon hour and during the night at each donkey engine or other steam logging engine, or each group of not more than — such engines set within a radius of not more than — feet, if said engines or any one of them has had fire in the fire box during the preceding 12 hours.

[To be included in all contracts if wood or coal-burning donkeys, skidders, loaders, or other steam engines are to be operated and, in the discretion of the approving officer, if oil fuel is required.]

73. All steam logging engines purchased for use in logging operations within the — National Forest shall be equipped to exhaust outside the stack and shall be so operated from — to — of each year during the life of this contract. After (date), all steam logging engines used within the — National Forest shall operate during said period of any year only with the exhaust outside the stack.

[For use uniformly if wood or coal-burning donkeys or skidders are to be used in any district for which the outside exhaust requirement has been adopted. See "Precautions against logging fires."]

74. The purchaser shall provide a watchman at each donkey engine or other steam logging engine in operation and not exhausting outside the stack when required by the forest officer in charge. Each such watchman shall have no duties other than to watch for sparks and to extinguish them.

[For use uniformly if wood or coal-burning logging engines, exhausting inside the stack, will be used during the fire season.]

75. From — to — of each year, donkey engines and other steam logging engines shall be moved by locomotives, instead of by their own power, so far as practicable; and at any time the forest officer in charge may require that such logging engines shall be moved by their own power only under such precautions, which may include having all exhausts outside the stack and patrols, as he may require, or that none shall be so moved until an existing period of unusual fire danger has passed.

Fire Precautions—Sawmills.

76. A spark arrester satisfactory to the forest officer in charge shall be maintained on the stack of the sawmill boiler during such periods as he may require. The mill site and the ground for a distance of — feet from the marginal limits thereof shall be cleared of all inflammable material, including dead trees, before the mill is set up, and thereafter this space shall be kept clear of all brush, dry grass, or other inflammable material other than sawed products, so long as the mill operates. Slabs, if not burned or hauled away currently, shall be placed sufficiently apart from the sawdust, in the judgment of the forest officer in charge, so that they can be burned separately, and shall be burned as and when directed by the forest officer in charge and not otherwise.

[For use if desirable in contracts for material to be manufactured by a small mill.]

Occupancy and Improvements—Pollution of Streams and Sanitation.

77. All camp buildings and structures used in connection with this sale shall be located and operated as may be required by the forest officer in charge to prevent the pollution of the water in any stream. Outhouses, toilets, and garbage pits shall be constructed and maintained so as to prevent, so far as is possible, the breeding of flies or the development of insanitary conditions. (*If desirable, add specific requirements covering the construction and screening of toilets, the current burying or burning of garbage, barn manure, and other refuse, and the prevention of pollution of the water supply.*)

78. Outhouses and refuse pits shall be located, constructed, and maintained with reasonable reference to sanitary requirements.

79. The arrangement of each new camp shall be approved in advance by the forest officer in charge and such sanitary precautions as he may require shall be taken.

[Clauses 77, 78, and 79 may be used separately or combined with the wording in section 22 of Form 202 if desirable.]

80. Sawdust and all other mill refuse shall be so disposed of that none will enter the waters of any stream.

[For use if sawdust and refuse can not be burned currently. See also the Lands Section of the Manual under "Sawmills."]

Other conditions—Protective Measures—Snags, Insect-infested, Diseased, or Undesirable Trees.

81. In order to check the spread of forest tree diseases and to improve the condition of the stand, the purchaser shall cut all dead and diseased trees marked or designated for cutting on the sale area, whether merchantable or apparently unmerchantable. Such trees after felling shall be opened sufficiently to satisfy the forest officer in charge of their contents and any portions thereof which are merchantable shall be scaled and paid for and may be removed by the purchaser.

[For use when it is practicable to require the cutting of all dead and diseased trees.]

82. All marked diseased trees and all standing unmerchantable dead trees (*add if desirable, over ——— feet in height; or, which are considered a fire menace by the forest officer in charge*) on the sale area shall be cut; this work shall be done currently with the felling of the merchantable timber or, in the discretion of the forest officer in charge, within ——— days after logging is completed on any unit he may designate. (*Add, if desirable: Provided, That the number of unmerchantable trees so cut shall not exceed an average of ——— per acre on the sale area as a whole.*) Such trees after felling shall be opened up sufficiently to satisfy the forest officer in charge of their contents and any portions thereof which are merchantable shall be scaled and paid for and may be removed by the purchaser.

[If only dead trees are to be cut, omit the first five words of the clause.]

83. Any trees on the sale area which become infested with tree-killing insects during the life of this agreement shall be disposed of at such times and in such manner as may be required by the forest officer in charge.

[For use only if the purchaser can comply with it without undue expense.]

84. All (*name species*) ——— inches or more in diameter shall be (*felled or girdled or killed by piling burning slash around them*) at such times as the forest officer in charge shall direct: *Provided, That the cost to the purchaser of girdling shall not exceed ——— per thousand feet board measure for the total amount of merchantable timber cut under this agreement.*

[Standard clause for securing the destruction of defective and undesirable trees by the purchaser. If this work is to be done by the Forest Service, use clause 49.]

Other Conditions—Use of Railroads by Other Purchasers.

85. All main railroad lines shall be made and operated as common carriers in accordance with the laws of the State of ——— or those of the United States: *Provided, That in any question as to what portion of the railroad lines constructed shall be made common carriers under this clause, the decision of the Forester shall be final.*

86. The purchaser hereby agrees to grant to the Forest Service, or to such other parties as the Forest Service may designate, the privilege of using any main lines of railroad which are not common carriers, both on and off national forest land, which will be constructed, owned, or controlled for the purpose of logging the timber on the area specified in this agreement, for the purpose of or in connection with the logging of any national forest timber tributary to the said main lines of railroad, at such rates and under such regulations as may be specified by the district forester: *And further provided*, That any such arrangement for the use of said railroad lines may be terminated at the date of the expiration of this agreement at the option of the purchaser: *Provided, however*, That in the event the arrangement for the use of said railroad lines is terminated by the purchaser at the date of the expiration of this agreement, or if any lines constructed, owned, or controlled by the purchaser, used for the purpose of, or in connection with, the logging of the timber on said area, and used as common carriers, cease to be so operated as common carriers, on or prior to the termination of this agreement, the United States shall have the right to purchase the said railroad lines or to designate a person or persons who shall also have the right to purchase the said railroad lines, at such times as may be mutually agreed upon between the United States or the person or persons it may designate and the owners of the said railroad lines: *Provided further*, That in the event it is impossible for the parties aforesaid to agree upon a purchase price a board of appraisers consisting of three persons, one to be named by the purchaser, one to be named by the Forester in the event the United States desires to purchase such railroad lines, or by the holder of any timber-sale agreement which would be affected by the use of said railroad lines and whose name shall be designated by the district forester, and the third to be named by the two thus chosen, shall fix the price at which the said railroad lines shall be purchased. Written notice of intention to exercise the option of purchase must be given within two months from the date of the expiration of this agreement. The board of appraisers shall meet upon the call of the district forester, and the majority vote shall be binding on the board. Any purchaser of said railroad lines shall be an actual bona fide purchaser of timber which is tributary to such lines.

Other Conditions—Sale of Other Products from the Same Area.

87. The United States reserves the right to sell other products than _____ (or material unmerchantable under the terms of this agreement) from the sale area during the life of this agreement: *Provided*, That the removal of such material will not in the judgment of the forest officer in charge interfere with the operations of the purchaser.

88. The right to extract naval stores from any of the timber included in this agreement is reserved by the United States. Naval store rights may be leased by the United States during the contract period: *Provided*, That operations under such leases will not in the judgment of the forest officer in charge interfere with the operations of the purchaser and that any lease made by the United States shall not permit the boxing of timber or the deterioration of the lumber values of the trees.

[Standard clause in all sales of longleaf or slash pine, and in large sales of western yellow pine and Jeffrey pine, not previously worked for naval stores.]

Other Conditions—Sale of Lumber to the Forest Service.

89. If required, lumber shall be supplied to the Forest Service at the lowest price given to any purchaser of similar amounts of lumber of similar character.

Other Conditions—Maximum Selling Prices.

90. The purchaser agrees that the prices charged for products sold by him for use or consumption in ——— (define local territory) shall not exceed the following rates (at mill, at yard, or delivered at some specific point): \$—— per ——— of ——— (species, product, and class or grade): *Provided*, That the district forester may, in his discretion, redetermine and establish any or all of the maximum prices for said products and may establish maximum prices for other products than those specified herein: *Provided further*, That all prices so determined and established shall be fixed in accordance with current operating conditions in the locality and on the area covered by this agreement, and shall allow a reasonable margin for profit and risk; and *Provided further*, That any prices so determined and established by the district forester shall have full force and effect hereunder from and after the date they are established until other prices shall have been established as provided herein.

[For use in sales to supply isolated communities when necessary to protect consumers from exorbitant prices. See "Isolated communities," p. 22, and Reg. S-9.]

Other Conditions—Control of Selling Pools.

91. The purchaser agrees that he will not sell, pool, or otherwise dispose of any products manufactured from timber included in this sale by any method of marketing, in combination or cooperation with other manufacturers of similar products, or otherwise, which is found by the Secretary of Agriculture to constitute, with respect to the supply of such products, a substantial control, local or general, so used, manipulated, or employed as to be injurious to the interests of the public; that upon such finding the purchaser will desist from such disposition of such products, and that failure so to desist shall constitute sufficient cause for the termination of this agreement: *Provided*, That no finding will be made hereunder by the Secretary of Agriculture until the purchaser has had notice and an opportunity to be heard on the matters involved: *And provided further*, That this agreement shall not be terminated hereunder in less than 60 days from the date of such finding.

[For use in large sales or other contracts under the instructions under "Prevention of monopoly," p. 25.]

Other Conditions—Responsibility for Obligations Under Previous Contract.

92. The purchaser hereby assumes all obligations remaining uncompleted under that certain sale agreement signed in duplicate by ——— on the ——— day of ———, 19——, and approved by (name and title of approving officer) on ——— day of ———, 19——.

[For use in contracts following a cancellation when the new contract includes all timber remaining uncut on the sale area. See "When of advantage to the United States or not prejudicial to its interests," p. 104.]

Other Conditions—Periodic Bonds.

93. And as further guaranty of faithful performance of the conditions of this agreement the purchaser delivers herewith a bond in the sum of \$—— to cover the period prior to (insert date next following date bond is to expire), and further promises and agrees to deliver to the district forester (or forest supervisor) at least 10 days before (date bond expires) the date the bond delivered herewith is to expire, and likewise at least 10 days before the date of expiration of any other bond hereafter delivered in connection with the sale, a new bond in such sum and under such conditions as the (title of approving officer) may require. The purchaser further agrees that should the sureties on the bond delivered herewith or on any bond delivered hereafter in connection with this sale become unsatisfactory to the officer approving this agreement, the purchaser will within 30 days of receipt of demand furnish a new bond with sureties solvent and satisfactory to the approving officer.

[For use instead of the corresponding wording on Form 202 if the bond is to cover only part of the contract period.]

Other Conditions—Transfer or Assignment of Sale Agreement.^a

94. Upon written application, approval of the transfer of the rights and obligations of the purchaser under this agreement will be given in writing by the forest officer who approved this agreement or by his successor, authorized

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^a Amdt. No. 66, effective Nov. 18, 1927. (58-S¹)

deputy, or superior officer, if the transferee is found to be acceptable to the United States as a purchaser of national forest timber in quantities similar to the amount covered by this agreement within the same general forest region (or in the State of ———) and under similar conditions of sale in other respects, under the then-existing laws of the United States and under the then-existing and applicable regulations of the Secretary of Agriculture, and no transfer shall be valid unless and until such written approval has been given: *Provided*, That the approval of any such transfer shall not release the purchaser or his surety from the payment of any amounts of money then due the United States under this agreement unless acceptance by the transferee of liability for such outstanding obligations is also approved in writing by the officer approving the transfer, or the acceptance by the transferee of such obligations may be required as a prerequisite of approval of a transfer.

The purchaser may assign in trust, subject to the provisions of the preceding paragraph, his beneficial interest hereunder as all or part of the security for payment of principal and interest on bonds or notes issued by him, but this privilege of assigning in trust shall not be construed as a transfer of this agreement or as a release of the purchaser or his surety from their obligations to the United States hereunder or as authority for the trustee to conduct logging operations under this agreement except as agent for the purchaser.

[For use in large, long-term sales in which it is probable that purchaser will partially finance operations through a bond issue.]

ADVERTISEMENTS AND BIDS

REG. S-7. All sales in which the timber has a value in excess of \$500 will be made only after advertisement for periods of from 1 to 6 months, in accordance with the quantity and value involved; and any sale of smaller value will be advertised or informal bids solicited from possible purchasers if, in the judgment of the officer authorized to make the sale, there is probability of competition. These requirements will not apply to sales at cost to settlers and farmers under Regulation S-22 and may be waived by district foresters in sales made under Regulation S-25. The right to reject any or all bids will be reserved by the terms of each advertisement. A deposit must accompany each bid for advertised timber.

Advertisement a Legal Requirement.

Advertisement of sales of timber exceeding \$500 in amount is required by act of June 6, 1900 (31 Stat. 661), as amended by the act of March 3, 1925 (43 Stat., 1132), for a period of not less than 30 days in at least one newspaper of general local circulation.

Policy in Advertising.

It is essential as a public policy to have the fullest publicity given to prospective sales. Citizens must have equal opportunities to bid for Government property which is on the market. Publicity is the best safeguard against criticisms of having favored particular applicants. The policy of inviting competition, as expressed in Regulation S-7, will be followed, irrespective of the percentage of cases in which competitive bids are received and the prices thus increased.

General Principles.

The following principles will govern sale advertisements:

1. The character and extent of advertising will be determined with a view to securing all possible competition in the bids for the timber. The advertising period will not be shortened for the convenience or business advantage of particular applicants. Advertising requirements for sales exceeding \$500 in value will not be reduced because competition appears improbable. All practical steps to inform and interest additional bidders will be taken uniformly, however unpromising the outlook.

2. So far as possible, national forest timber will be advertised in periodicals from which practical results in making sales or securing competition may be expected.

3. Periodicals will be selected for advertising with reference to (1) the region in which possible bidders for the timber are situated, (2) the circulation of the periodical in this region, both general and among lumbermen, (3) its total circulation, and (4) the actual results secured from past advertisements.

4. The insertions in any periodical will be limited to the number from which practical results may be expected. Insertions should appear more frequently at the beginning than during the latter part of the advertising period. The total number should depend upon the possibility of securing competition, the ease or difficulty of reaching interested operators, and the size of the territory which must be covered. When any sale is advertised in two or more periodicals with circulation in the same region, insertions should be so arranged in each as to secure continuity of publication without duplication on the same dates, thus reducing the number of insertions and their cost.

5. The period of advertisement should vary from one to six months, depending upon the quantity of timber, the possibility of developing competition, and the time required by prospective bidders to examine the area. Wherever competition is possible, the advertising period will include an adequate period for field examination during a practicable season of the year.

6. Formal advertising will be supplemented so far as practicable by verbal or written notification of all possible purchasers; notices in post offices and other public places; interviews for local newspapers; news items for regional or general publication; special letters to lumbermen who may be interested; preparation of prospectuses for sales of regional interest when needed and for most sales of general interest, to be sent to possible purchasers and to answer inquiries; and special visits of forest officers to interest prospective bidders.

7. General publicity to keep before the public the fact that national forest timber is for sale and is being sold successfully should be secured by: (1) Interviews or news items on applications for timber, awards of timber, the approval of sale contracts, the completion of preliminary construction work, amounts cut by years in specified sales, the closing of important sales, the total annual cut by forests and States, and annual receipts from timber sales by forests and States; (2) interviews or news items concerning the amount, kinds, and approximate value of timber for sale, by specified chances, forests, or regions, and the publication of similar information in railroad folders, circulars issued by boards of trade, etc.; (3) distribution of mimeographed or printed descriptions of logging chances available for purchase.

Advertisement of Small Sales.

The public interest requires that, within common-sense limits, competition be invited for the purchase of Government stumpage in small as well as in large quantities. The advertisement of the timber on an area, in the expectation of making a number of small sales from it subsequently, is one excellent way of meeting both legal and policy requirements. (See "Advertisement without application," p. 63, and Reg. S-11.) In such cases, bids may be invited for any or all of the timber, or for specified subunits. If this has not been done, the regular 30-day advertisement will be given sales of less than \$500 in appraised value if there is any probability that bid prices will raise the total value to more than \$500, since otherwise the sale would be illegal; and similar advertisement is desirable for any sale approaching the legal limit of value so that a small overcut can be handled without violating the law. In sales of less than \$500 in value not requiring the full 30-day advertisement, competition can be invited by advertising for not less than 10 days, or local conditions may permit getting the same results through the solicitation of informal bids from all persons likely to be interested. The essential things are to keep the interested public informed of what timber is for sale, to give no opportunity for claims of favoritism, and to get the full value of the property under competitive conditions whenever they exist.

Classification of Sales.

For advertising purposes, sales may be divided in four classes:

1. Sales of less than \$500 in value for which competition can not be expected. No advertisement is necessary.

2. Sales of local interest in which there is no probability of securing competition by other than local advertising, as in practically all sales under 10 million feet board measure.

3. Sales of regional interest in which there is no possibility of securing competition by advertising outside of the region in which the timber is situated. This class includes sales from approximately 10 million to 50 million feet board measure.

4. Sales of general interest in which competition may be secured by widespread advertising, as in most sales over 50 million feet.

Sales of Local Interest.

Sales of local interest exceeding or approaching \$500 in value should be advertised in one newspaper for 30 days. The number of insertions should not exceed three, appearing at the beginning of the first, second, and third weeks; and may be reduced to two at the beginning of the first and third weeks. Two insertions will be sufficient in sales in which no competition is probable. The sample advertisement given in Form 200 should be used. Such supplemental advertising as may be of value should be employed.

Sales of Regional Interest.

Sales of regional interest should be advertised in two periodicals, ordinarily a local newspaper and the lumber trade journal having the largest circulation in the region. Two local newspapers may be substituted, in the discretion of the approving officer. In exceptional cases advertising in a single local paper may be sufficient if no other paper in the region will reach additional operators or possible bidders. Advertisements of such sales should extend from one to three months, with two months as standard. Provision may be inserted for extension of time upon request to permit examination of the sale area. The following scheme of insertions for a three months' advertisement is suggested:

Advertising medium	First month	Second month	Third month	Total insertions
Local newspaper.....	1st, 15th.....	1st.....	1st.....	4
Lumber trade journal.....	15th.....	15th.....	.....	2

Three-month advertisements in two local newspapers should appear at the beginning, middle, and end of the first month and middle of the second and third months. The five insertions should ordinarily be divided between the two newspapers as indicated above. When the time for receiving bids is extended, additional insertions of the advertisement should be arranged. The sample advertisement, Form 200a, should be used if several advertisements are published in the same issue. Supplemental advertising should be more extensive than in sales of local interest. A prospectus will be prepared and distributed when advisable.

Sales of General Interest.

Sales of general interest should be advertised in a local newspaper, a lumber trade journal of extensive local circulation, and at least one lumber trade journal of general circulation. It should cover a period of two to six months. Provision may be made for extension of time upon request to permit examination of the sale area. The following plan for insertions is suggested:

Advertising medium	First month	Second month	Third month	Fourth month	Fifth month	Sixth month	Total insertions
Local newspaper.....	1st.....	1st.....	1st.....	1st.....	1st.....	1st.....	6
Local lumber trade journal.....	15th.....	.....	15th.....	.....	15th.....	.....	3
General lumber trade journal.....	1st.....	1st.....	.....	1st.....	.....	.....	3

When the time for receiving bids is extended upon request, provision should be made for additional insertions in the local newspaper and usually in the trade journals.

The form should be the same as in regional sales. Supplemental advertising, including the preparation and distribution of a prospectus, should be as thorough as possible.

Preliminary Advertisement.

The standard practice of the service to begin publication of sale notices after the approval of the sample agreement may be waived to permit preliminary advertisement in sales of regional and general interest when the total period of advertisement exceeds two months. This provision is to secure the same publicity for larger sales without the delay incident to long-term advertisements after the terms of sale have been fixed. Preliminary advertising will be considered part of the total advertising period required.

Preliminary advertisements will follow the usual form of sale notices, giving as much data as is available. Stumpage prices and the date for opening bids will necessarily be omitted, but in all cases a definite date will be set when the service will formally offer the timber for sale and furnish a sample agreement.

Preliminary advertising is especially desirable when the regular publication of notice of sale will fall in a season when examination of the timber by prospective purchasers would be difficult. In any event, however, the usual advertisement will be published in such cases for not less than two months except with the concurrence of the Forester.

Authorization of Advertisements.

The advertisement of sales will be authorized by the officer having authority to approve the sale contract, except that any sale which must be referred to the Forester (see p. 83) will not be advertised, either in preliminary or in final form, without his approval. Advertisements of sales will be published under the general authority to advertise. (See "Advertising," p. 47, Accounts section.)

Forester's Annual Contract Advertisements.

The Forester will annually secure bids and make contracts for a specific number of advertisements with trade journals in which it may be desirable to advertise exceptionally large and important sales of general interest, and when authorizing sales which have been referred to him will arrange for the advertisement of these sales under these contracts, notifying the regional forester of the action. Advertisements of sales authorized by regional foresters and general advertising material may be sent to the Forester at any time for use if the space contracted for permits.

Form of Advertisement.

The notice of sale will follow Form 200 and Form 200a, in accordance with the preceding instructions. If the sale area is unsurveyed, the word "approximate" should be inserted in the description of legal subdivisions.

Parts of the sale area for which separate bids will be considered should be made specific.

Special Provisions in Advertisements.

Timber will be advertised at its appraised value. In sales in which closer utilization may become practicable a low rate, 25 or 50 cents per thousand feet, should be specified for material unmerchantable under the terms of the agreement, which may be removed at the option of the purchaser. The following insertion in the advertisement should be used for this purpose:

For material unmerchantable under the terms of the contract, to be removed at the option of the purchaser, for which payment is required by the Forest Service, \$——— per thousand feet.

If it is desired to provide that material unmerchantable on account of size will be charged for, if taken, and to retain the regional forester's discretion to charge or not to charge for material unmerchantable on account of defects, the following language should be included in the advertisement: "*For material unmerchantable because of size under the terms of the agreement to be cut and removed at the option of the purchaser \$——— per ——, these rates to apply also to any or all material unmerchantable because of defects if taken and if charged for.*"^a

If the taking of certain species or special classes of material is optional, the advertisement and conditions of sale may provide that "agreement, as part of the bid, to take all or definite amounts of optional material will be considered in the award." (See "Bids for optional material," p. 67.)

If the advertisement covers optional material, wording similar to the following should be inserted after the estimate of the volumes to be cut: "In addition, there is upon the advertised area certain (*name species*) the removal of which will be optional with the purchaser." Or, if the advertisement covers optional

^aAmdt. No. 236, effective Apr. 1, 1930.

areas insert: "In addition, there are scattering stands of (*name species*), upon certain lands which are a portion of the advertised area, the cutting of which stands will be optional with the purchaser (add, if appropriate), provided that if such lands are cut over the removal of (*name species*) from them will be optional with the purchaser." ^b

Occasionally options of both nature are found to be desirable and the two may be combined to read: "In addition, there is upon the advertised area certain (*name species*), the removal of which will be optional with the purchaser; further, there are scattering stands of (*name species*) upon certain lands which are a portion of the advertised area, the cutting of which stands will be optional with the purchaser (add, if appropriate) provided, that if such lands are cut over, the removal of (*name species*) will be optional with the purchaser." ^b

Advertisements will specify a final date for the receipt of bids. If the period of advertising ends during a season when examination of the timber is not practicable, or if the opportunities for getting competition may be bettered, provision may be made for extending the period so that prospective bidders can examine the timber. This is often desirable in sales where no competition is probable, in lieu of a longer period for receipt of bids. If but one bid is submitted without request for extension, the sale can thus be made promptly, whereas the provision for extension gives any possible competitor opportunity to fully examine the area. If an extension is made, there will be at least one appearance of the advertisement giving the new date, and without any proposal for further extension. The following wording may be inserted in the original advertisement:

Upon the request of responsible parties desiring additional time for the examination of the timber, the time for receiving bids may be extended ——— days.

If, in sales to supply isolated communities, maximum selling prices are to be controlled by the terms of the contract, this fact will be announced in the advertisement.

Any special requirements of the contract based on instructions issued by the Secretary of Agriculture will be mentioned in the advertisement. These will be in the form that the right is reserved to reject bids under stated circumstances. For example:

The right is reserved to reject bids the acceptance of which would involve the manufacture of the timber outside of the ——— region.

In conformity with Regulation S-7, all advertisements will reserve the right to reject any and all bids.

Date for Receiving Bids.

The minimum advertising period of 30 days starts with the date of the first appearance of the advertisement. The final date for the receipt of bids will be stated in the copy furnished the publisher when the advertisement is ordered. If only the minimum period is necessary, the final date will ordinarily be the same date of the following month as the date of first appearance; but proper adjustment must be made if the period includes the last days of February and, if the final date so fixed would be a legal holiday or a Sunday, it will be changed to the next business day. If the advertisement is published in more than one paper, the final date for receipt of bids (not necessarily the date of the last appearance of the notice of sale) must be the same in all.

Correcting Mistakes.

If material mistakes occur, they should be corrected, and in 30-day advertisements the final date for receipt of bids changed to the thirtieth day after the first publication of the corrected advertisement. A material mistake is one which incorrectly states the amount, kind, or location of the timber, the appraised prices, the date or place for receiving bids, the deposit, or the conditions of sale. Typographical errors which do not state erroneously any of the essential points of the advertisement should be corrected in subsequent appearances, but need not cause the starting of a new 30-day period of advertising.

^b Amdt. No. 237, effective Apr. 1, 1930.

Deposit with Bid.

Advertisements of sales will require the deposit of a definite sum with the bid. The amount will ordinarily be that necessary to cover the value of the timber, at the advertised rates, which it is expected will be cut during two or three months of operation under average conditions, or will be the same as the usual payment required by the contract. In sales involving a preliminary construction period of six months or more, however, the maximum deposit will be \$10,000, unless a larger amount is necessary to cover possible damages to the United States from a failure of the bidder receiving the award to execute the contract and to meet the announced requirements for a bond and a satisfactory financial showing. If the deposit with bid is less than the amount of the first advance payment permissible under the terms of the sample contract, the amount of that payment must be made up by an additional deposit before cutting begins.

The deposit with bid will not be refunded to the successful bidder, either in whole or in part, during the period allowed for the construction of improvements. It is a usual commercial practice to require at least a partial payment at the time stumpage is sold, and if a purchaser has sufficient financial strength to carry out his agreement the inability to turn over the money deposited will not be an unreasonable price for the holding of the timber under contract.

For instructions for handling deposits with bids and for refunding the deposits of unsuccessful bidders, see the "Accounts" section of the manual.

Forfeiture of Deposit with Bid.

The conditions of sale as outlined in the prospectus or in correspondence, and, in the discretion of the regional forester, the advertisement will stipulate that a certain percentage of the deposit with bid may be retained as liquidated damages if the contract is not executed and, when required, the bond and satisfactory financial showing are not submitted by the awardee within the time allowed. Ordinarily 10 per cent will thus be subject to retention, but a larger percentage, seldom if ever more than 50 per cent, may be stipulated when necessary in order to protect the interests of the United States and to prevent bidding which is not in good faith. It should be remembered, however, that liquidated damages can not be waived or reduced by any administrative officer, and the sum which may be retained should in no case be larger than the expenses incurred in preparing for and advertising the sale.

The following will be inserted in the conditions of sale, as given in the prospectus, in letters or in other announcements, and corresponding wording used in Form 941, Bid for Advertised Timber:

It will be necessary for the successful bidder to execute a form of contract and furnish a satisfactory bond in the sum of \$—— within —— days from the receipt of notice of the acceptance of his bid, and he may also be required to furnish a satisfactory statement of his financial ability to carry out the contract. If the contract and bond are not executed and a financial statement furnished within the time specified, then, in view of the difficulty of estimating the actual damages which will be sustained thereby, —— per cent of the deposit may be retained by the Government as liquidated damages and not as a penalty.

Handling Bids.

One person in each district office and supervisor's office will be designated as responsible for the custody of all bids submitted in response to sale advertisements. Under no conditions will the custodian divulge information as to the number of bids received, even to other members of the service.

Envelopes containing bids will be stamped with the date of receipt and filed, unopened, by sales under the date of opening. On the day following the final date for receiving bids, at 2 o'clock p. m., unless another hour is more convenient for all concerned, all the bids submitted will be opened by the supervisor or district forester in the presence of witnesses. Bidders should be asked to be present if they desire. The original bids should be indorsed with the date opened and a list of those present. Bids for lower rates than those named in the notice of sale can not be considered. If no bids have been received, the applicant may be requested to submit a bid immediately or private sale of the timber may be arranged.

The Prospectus.

For all sales of general interest, and sales of regional interest when advisable, a prospectus will be prepared prior to advertisement. It may be mimeographed or printed. The main object of the prospectus is to interest operators at a distance who know nothing about the timber or the location and to furnish them with such data as they require in deciding whether to visit the tract and consider its purchase. For this reason it should include full information on the location, amount and quality of the timber, the topography of the tract, costs and methods of logging, data pertinent to marketing the finished product, such as market facilities, railroad routes and available market territories, and the minimum rates which will be accepted. It should contain instructions on submitting bids, and the preliminary and final showing of financial responsibility which will be required of the successful bidder. A copy of the sample contract should be incorporated in the prospectus, with explanation of any clauses which may not be understood, and any other data necessary to give a clear understanding of the timber, logging conditions, and Forest Service requirements. Care must be taken to include in the prospectus only plain statements of fact regarding the timber chance, excluding discussions of business opportunities, anticipated profits, and other matter which might be misused by promoters. All cost figures will be given as estimates. No statement will be made which implies or can be construed as a guarantee of the feasibility of the operation on the part of the United States.

News Items.

News items should supplement paid advertisements in sales of regional and general interest. They should be published during the advertising period, or, where wide publicity is desired, in advance of advertisement.

References to the Applicant.

All statements regarding proposed sales in prospectuses, letters from forest officers, published notices, etc., will be absolutely impersonal, with no reference to any applicant, person, or company which may be negotiating for the purchase of the timber. Reference to the chance will be made solely as timber which the United States wishes to sell.

Great care must be taken, in letters to applicants and successful bidders to whom provisional awards have been made, to make no statement which implies that the timber has been secured by the correspondent. This is essential to prevent misrepresentation of the status of the sale.

Advertisement without Application.

It is not necessary to have an application for timber before advertising it. Especially where management plans have been prepared, it will be more and more desirable to advertise, irrespective of the receipt of applications, the timber on

those areas in the cutting budget which the supervisor decides should be offered for sale currently. Ultimately most of the sales on many forests will be made following advertisements of this character. As a step in this direction, without waiting for the preparation of management plans, it is desirable to advertise without awaiting definite application:

1. Dead, diseased, insect-infested, or overmature timber, the cutting of which is urgent, as a means of improving the opportunities for its sale.

2. Timber available to local industries or users in the expectation that a number of small sales will be made from time to time without the delay due to advertising or to securing informal bids for individual sales.

3. Timber on scattered tracts intermingled with private holdings, or small bodies of national forest timber in the path of operations on private lands which will probably be in demand on short notice as the logging of the private timber progresses.

4. Timber the sale of which is desirable but for which no agreement in regard to the terms of sale has been reached with those who are in the best position to purchase.

(See also Reg. S-11 and the instructions thereunder.)

EMERGENCY SALES

REG. S-8. Timber may be sold in amounts exceeding \$500 in value in advance of advertisement in cases of unusual emergency. Emergency sale agreements will provide that the purchaser agrees to bid for the timber at not less than the appraised value as given in the sale advertisement, and will pay for all timber cut under the emergency sale agreement at the rate or rates of the highest bona fide bid submitted.

An unusual emergency exists if the applicant is in immediate need of timber for his own use or if immediate cutting is necessary on account of climatic conditions or logging requirements or rapid deterioration of the timber.

Where competition is probable, emergency sales will be made only when the need of the applicant is so serious as to justify giving him preference over other bidders in the award of the timber.

The emergency sale agreement will be approved by the officer having authority to approve sale agreements for the total amount of timber being advertised; but if the sale of the total amount being advertised must be authorized by the Forester, district foresters will secure the approval of the Forester before approving the emergency sale of part of the timber, and district foresters may require advance submission to them of all emergency sales.

Policy.

All practical means will be employed to discourage and to make unnecessary emergency sales. (See "Advertisement without application," p. 63.) Forest officers will encourage purchasers to apply for timber far enough in advance to make emergency sales unnecessary. The regulation is designed to enable officers of the Forest Service to meet emergencies, such as the destruction of improvements by fire or flood, or unforeseen climatic conditions which make expected and needed supplies of timber unavailable. It is not intended to be used to make sales at the last minute to operators who have had ample time to apply for the timber in advance, and it will be employed under such circumstances only in exceptional cases where it clearly will not be detrimental to the interests of other possible purchasers, and then only as a means of meeting a situation which the supervisor should have foreseen and prevented, through advertising without application if necessary. The regulation may also be of aid in securing the prompt cutting and removal of insect-infested timber before the insects leave the trees, or in other protective emergencies.

If competition for the timber appears at all probable, emergency sales should be approved only if the situation is so urgent as to justify preference in the award after advertisement to the emergency applicant. Under such circumstances the approval of the district forester should always be secured before action is taken by a supervisor.

Forest officers are responsible for taking steps in advance which will make emergency sales unnecessary and for using the authority given by the regulation in accordance with its intent. The justification for any emergency sale must be clear and convincing.

Limitation in Amount.

An emergency sale does not authorize the cutting of all the timber advertised, but only such timber as is cut to meet the needs of the applicant before the completion of the advertising period. The cutting of timber in excess of the deposits will never be permitted, and, in emergency sales, the balance on deposit should be liberal, since the final rates may be higher than the appraised rates. Ordinarily the need for emergency sales arises only in operations of small or medium size, and it is seldom necessary to have the emergency sale include more than 30 per cent of the total amount being advertised. If the purchaser expects to continue cutting there must be convincing reasons for including, in the emergency sale, more than 50 per cent of the amount advertised.

If the only bid or the highest bid is from the emergency sale purchaser and is accepted, the supervisor may allow cutting to continue after the expiration of the advertisement until there has been a reasonable time for the execution of the contract, meanwhile making sure of the sufficiency of the deposit. A bid must be submitted by the emergency sale purchaser, and if the award is made to him, the contract, providing for payment at the highest rate bid, must be executed promptly upon presentation; otherwise cutting will be suspended.

Provision for Other Bidders.

Emergency sales are especially undesirable if there is probability of competition for the timber. Regulation S-8 emphasizes this by requiring that the need of the applicant must be so serious as to justify award to him even if he is not the highest bidder. Under such situation, sufficient timber should, if possible, be advertised to make possible sales to other higher bidders under awards of part of the advertised timber to the applicant and part to any persons who may have outbid him, all at the highest rates bid. The emergency sale purchaser, however, must be given first consideration in such cases, if he will contract for timber at the highest bid price.

Procedure

Applications for emergency sales will be made to the supervisor, who will handle the case if the sale is within his authorization, and submission to the district forester is not required. Where the timber has been examined and appraised a written record in letter or memorandum form will be prepared, outlining the conditions constituting the emergency and the reasons for granting or refusing the request. If the supervisor believes the emergency sale should be made the record will show the amount of timber to be cut during the advertising period, the total amount advertised, and the appraised stumpage rates. If action by the district forester is necessary the record will ordinarily be forwarded for his consideration, but if the emergency justifies more rapid action and greater expense, reference to the district forester may be by telephone or by telegram, with the submission of the record following. Very few applications will have to be referred to the Forester, but where reference is necessary the district forester will submit the record, using the telegraph if the conditions require haste. Cutting under emergency sales may begin as soon as the sale is authorized by the proper officer and the emergency sale agreement is executed and the deposit made.

The formal approval of emergency sale agreements will be given by the supervisor if the total amount being advertised is within his authorization to make sales, or by the district forester if the amount is larger.

If the emergency sale purchaser is the successful bidder the emergency sale will be combined with the rest of the timber awarded, under a regular sale contract, covering both the timber already cut and that as yet uncut. If the uncut timber is awarded to another bidder the emergency sale is at an end, and no regular contract for the cut timber need be executed.

Emergency Sale Agreement

(Case designation.)

-----, of ----- hereby apply for an
 (I or we) (Name of purchaser) (City) (State)
 emergency sale of approximately ----- on the ----- National
 (M feet b. m., cords, etc.) (Name)
 Forest, ----- to be definitely designated by a forest officer before cutting
 (State)
 begins within the area described in the sample agreement attached and made a
 part hereof. In consideration of the granting of said privilege, ----- promise
 (I or we)
 and agree to deposit with the ----- Bank of -----
 (City) (State)

(United States depository), to be placed to the credit of the United States, in
 advance of cutting, a sum sufficient, in the judgment of the forest officer in
 charge, to cover the estimated value of all such timber as may be cut hereunder
 prior to notice of the award of the sale of the timber described in the attached
 sample agreement; and to submit, in accordance with the directions in the
 notice of sale, a bid of not less than the specified minimum rate (or rates), and,
 further, to pay said depository for all the timber cut as aforesaid, at not less
 than the minimum rate (or rates) named in the said notice of sale, or, if a bid
 higher than the minimum rate (or rates) is received, at the rate (or rates) of said
 bid. And ----- further promise and agree to cut and remove said timber
 (I or we)

in strict accordance with all and singular the rules, regulations, and provisions
 set forth in the attached sample agreement, except as specified herein, and such
 modifications thereof as may be made by the approving officer.

A deposit of ----- dollars (\$----) has been sent to said depository to cover
 the estimated value of the timber to be cut hereunder.

Signed in duplicate this ----- day of ----- 19---

 (Signature of purchaser)

(Corporate seal, if corporations.)

Approved at -----, under the above conditions, -----, 19---

 (Signature of approving officer)

 (Title)

AWARDS OF ADVERTISED TIMBER

REG. S-9. Advertised timber will be awarded to the highest bidder upon
 submitting satisfactory evidence of financial standing, unless:

1. Urgent considerations have arisen which make the sale undesirable, in
 which case all bids may be rejected.

2. Allotments to several bidders are practicable and advisable.

3. Award to a purchaser in an emergency sale at the highest price bid, or a
 division of the timber between such purchasers and other bidders, may be re-
 quired by the existence of an emergency or in equity on account of operations
 previously begun on the sale area.

4. The highest bidder is notoriously or habitually careless with fire in his
 operations, or has failed to comply satisfactorily with the requirements of pre-
 vious contracts for national forest timber.

5. Monopoly from the control of large amounts of public or of public and
 private timber would result.

6. The award would result in closing an established manufacturing plant oper-
 ating in and dependent upon national forest timber, and would prevent an
 established operator from obtaining the benefit of substantial improvements
 made upon the faith and expectation of a continuous supply of such timber; or
 would be contrary to instructions previously issued by the Secretary of Agricul-
 ture for the management and use of the timber in question, with a view of fur-
 nishing a continuous supply of timber for the use and necessities of citizens of
 the United States; or would be against the interests of local users dependent
 upon national forest timber or of local communities dependent upon national
 forest operations for employment; or would cause the abandonment or prevent
 the establishment of a desirable local industry which should furnish a perma-
 nent market for national forest products.

Where the highest bid is not accepted and the sale is still deemed desirable, all bids will be rejected and the timber readvertised; or the award of the timber at the highest price bid will be offered to the next highest bidder when such award would not be contrary to the foregoing requirements: Provided, That in sales of timber for the local supply of isolated communities the advertisement and the award may be made, with the approval of the district forester, on condition that manufactured products shall not be sold at prices in excess of maximum prices to be specified in the timber sale agreement.

Before examining timber on application or making an award a statement of the relation of the applicant or bidder to other persons, firms, or corporations holding permits or agreements for the use of national forest resources may be required in the discretion of the approving officer. Firms or corporations may be required to furnish a certified statement of their members or stockholders.

Provisional Awards.

If a showing of financial responsibility (see p. 69) is required and has not been previously submitted and found satisfactory, the bidder to whom an award is contemplated will be informed in writing that the award will be made to him and the contract and bond furnished for execution if a satisfactory financial showing is submitted prior to a specified date. A provisional award may also be made if it is necessary to approve in advance for the protection of national forest interests the chief features of the proposed plan of operation, or when additional information is desired in regard to the business affiliations of the bidder.

Final Awards.

The final award when actually made is equally binding upon the Government and the person to whom it is made. The fact that a formal contract remains to be executed by the successful bidder does not affect the binding force of the award. On this account forest officers, before making an award, should satisfy themselves that it is reasonably safe from a business viewpoint to thus bind the Government.

Ordinarily to the Highest Bidder.

Sales will be awarded to the highest bidder upon a satisfactory showing of financial responsibility unless one or more of the conditions described in Regulation S-9 are found to exist and make necessary the rejection of all bids, or the allotment of timber to several bidders, or the award to another than the highest bidder, or readvertisement. In sales where different rates are bid for different species or different classes of material the highest bid will be determined by computing the total stumpage value of the sale on the basis of the stumpage prices offered and the estimated volume of each species and class of material to be cut, and by then comparing these totals.

Bids for Optional Material.

In determining the highest bidder the stumpage rates offered for material which the purchaser is required to take will be considered. Bids in excess of the advertised rates for optional material will not be considered unless the bidder offers to change the conditions of sale by agreeing to take this material, in which case as a standard practice all bids will be rejected and the timber readvertised with the conditions of sale changed to conform with the offer so made and with the advertised prices the same as the highest bid received previously. If, however, the advertisement and conditions of sale invite bids which include agreements to take all or part of the optional material, the highest bidder will be determined on the basis of the total return to the Government from all material which each bidder will be required to take under the terms of his offer and the conditions of sale.

All Bids Rejected if Sale Undesirable.

All bids may be rejected if urgent considerations of public interest have arisen which make the sale undesirable.

Allotments to Several Bidders.

The need for allotments among several bidders to prevent monopoly, to supply as many operators who are dependent upon the national forests for their timber as possible, or for other reasons, should be fully considered in the timber-sale report. Provision for separate allotments may be made in the advertisement by requesting bids for all or any part of the sale area, or separate bids for designated blocks within the area.

Stumpage Rates in Allotments.

Individual allotments may be made at prices greater or less than the highest bid, in no case less than the minimum rate advertised, so as to equalize differences in quality or accessibility on various parts of the sale area; but an average price equal to the highest offer for all the timber must be obtained.

Awards to Actual Purchasers Only.

Awards will not be made to an agent for an undisclosed principal, and bids from such agents will not be considered. If the sale involves the establishment of new industries and heavy investments, bids from firms, partnerships, or individuals who are financially responsible, but who wish to defer incorporation until a provisional award is made, may be considered and the corporation recognized in the final award if the control of it is with the bidders. Advertised sales will not ordinarily be awarded to an officer of a corporation in his individual capacity, when the timber is to be used by the corporation. The allowable exception is with a sale of short duration when the delay incident to the execution of the contract by the corporation would prevent the use of the timber at the time it is needed, and when the officer is himself thoroughly responsible financially. No exception will be made in sales extending over one year.

Rejection for Notorious or Habitual Carelessness with Fire.

Bidders who, as operators on or near national forests, have repeatedly caused or permitted the escape of fires by failure to take the precautions adopted by ordinarily prudent and efficient operators in the region, or who have demonstrated their unwillingness or inability to comply with the requirements, especially precautions against fire, of timber-sale contracts, represent an unnecessary and additional fire hazard and increase in danger to the accomplishment of the purposes for which national forests are created. Bids from such operators may be rejected as a protective measure. Bids will be rejected on these grounds only by or with the approval of the Forester.

Monopoly and Business Affiliations.

The policy of the Forest Service is awards to bidders who own or control large quantities of timber is discussed on page 24. In carrying out this policy, bids from agents for undisclosed principals will be rejected, and if necessary to determine the relation between a bidder and other persons, firms, or corporations owning large amounts of private timber or holding permits or agreements for the use of national forest resources, a certified statement showing the presence or absence of such a relationship may be required. Full discretion must be used in withholding provisional or final awards until satisfactory evidence is obtained as to exactly what interests are bidding for the timber. Firms or corporations may be required to furnish a certified statement of their members, stockholders, or holders of notes or bonds when it is believed that such statements may indicate relations with other firms which should be known to the Forest Service for the prevention of monopoly. Sales to subsidiary companies organized by established firms or corporations are not necessarily objectionable if the parent company or corporation is known, but the service prefers to have its sales made to the parent corporation. A sale should never be made to a subsidiary company when the intent is to conceal the real purchaser or to effect a purchase of Government timber which would, in fact, be contrary to the policy regarding monopoly.

Awards in Accordance with the Secretary's Instructions or with the Management Plan.

The policy of the Forest Service in making provision for established industries and community needs and to protect future markets for national forest timber is discussed on pages 21 and 23. Awards of advertised timber will be made in accordance with that policy in such special cases as have been approved by the Forester in advance.

Equal Bids.

If two or more equal bids are the highest received from responsible and acceptable bidders, and a division of the timber is not practicable, all bids will be rejected and the timber reoffered at not less than such high bids. Each bidder should be notified by letter that sealed bids will be received up to a specified time, which, depending on circumstances, may range from two to thirty days after the notification date. Interested persons other than the original bidders will be informed that they may also bid upon compliance with the original sale conditions respecting deposit, evidence of financial responsibility, etc. Notification to the public through local and trade paper advertisements is discretionary, except that in sales involving optional material at least 30 days advertisement will be necessary if the new notice makes the taking of all or a definite part of such material a consideration in the award (see p. 60-S) or otherwise changes the conditions of sale. If the bids are again equal, the award may be made by lot to one of the highest bidders in the presence of witnesses.^a

Procedure When Highest Bid is Not Accepted.

When, after review by the Forester, the highest bid is not accepted because of the unsatisfactory financial standing of the bidder (instructions under Reg. S-10) or because of a prior emergency sale, the liability of creating a monopoly, or other reason named in Regulation S-9, the timber ordinarily will be offered to the highest bidder who meets the requirements set forth in the regulation or to the purchaser under a prior emergency sale, at the highest rate bid. If such bidder declines the timber at that rate, it should be offered to any other bidders who meet the requirements of the regulation, at the same terms, in the order of their bids. If all bidders to whom a sale would not be contrary to the regulation decline the award at the highest rate bid, it will be necessary to reject all bids and readvertise. It is not possible to make exceptions to this rule on the ground that the highest bid was not submitted in good faith. The establishment of bad faith on the part of a bidder is so difficult and a clean record on the part of the service in playing no favorites in the matter of prices is so necessary, that the only course open in cases of doubt as to the good faith of one or more bidders is to reject all bids and readvertise.

When timber is readvertised under this procedure, careful consideration should be given to the original appraisal in the light of the bids which have been submitted and of any operating factors which may have been brought to light. There should be no hesitancy in revising the original appraisal in the light of such information. The timber should be readvertised at not less than the highest price bid unless convincing evidence as to the bad faith of the highest bidder or special advantages of his particular location makes it clear that his offer is in excess of the actual market value of the stumpage, as determined by the competition which has been developed, to other bidders coming within the requirements of the regulation. When timber is readvertised, former bidders to whom an award can not be made under the terms of the regulation should be notified that further bids from them can not be considered.

After such readvertisement, the timber will be awarded to the highest bidder who meets the requirements of Regulations S-9 and S-10.

Sale Subsequent to Advertisement.

If timber is not sold as the result of the submission of bids during the advertising period, it may be sold subsequently to an applicant, who will be regarded as occupying the same position as a bidder. Any such award must conform with the advertisement and conditions of sale and must not be contrary to the foregoing instructions. (See also "Private sales of advertised timber," p.72.)

FINANCIAL STANDING OF PURCHASERS

REG. S-10. In all sales exceeding 10,000,000 feet, and in smaller sales when necessary in the judgment of the approving officer, the successful bidder will be required prior to the award of the timber to submit a satisfactory statement of financial ability to conduct the operation and fulfill the terms of the agreement, or his financial standing will be determined by forest officers; and in any sale the applicant or bidder may be required to show that he has or can obtain equipment suitable for logging and manufacturing the timber and meeting the fire precautionary requirements of the contract. Such statements may be required before advertisement or before steps are taken to examine areas applied for.

Objects.

Financial requirements are imposed:

1. To secure as purchasers bona fide operators having adequate financial assets to carry out sale contracts successfully; and
2. To eliminate speculators and promoters who risk no capital of their own, have little permanent interest in the success of the enterprise, and seek profits primarily from the formation of a new company or manipulation of its stock.

These requirements will not be so enforced as to prevent legitimate promotion or the financing of national forest sales in part on borrowed capital by responsible men in accordance with conservative business standards.

The evidence of financial responsibility is designed primarily to show that the operator is able to cut the amount of timber involved in the time specified; that is, that the enterprise as a whole is soundly financed and will be carried to a successful conclusion. It is more necessary in large than in small sales, because the success of the former is more dependent upon adequate capital than that of the latter. The evidence of financial standing is thus distinct from the bond, which is designed primarily to support the detailed requirements of the agreement as to advance deposits, methods of cutting, slash disposal, etc.

Possession of Suitable Equipment.

Regulation S-10 also authorizes the requirement for a showing of possession of or of ability to get equipment suitable for handling the timber or for meeting the fire precautionary conditions of the sample contract. Sale areas containing unusually large timber for the region may be applied or bid for by owners of small mills or light equipment, who can neither use the large logs nor obtain better equipment. Operators may have or be able to get only wood-burning locomotives or donkey engines which can not be permitted on the national forest involved. (See "Precautions against logging fires," p. 8.) When it is doubtful whether an applicant or bidder can meet the requirements of the contract for these or similar reasons, possession of fixed and working capital in the proportion ordinarily constituting a satisfactory financial showing is not sufficient, and a showing that the applicant has or can get suitable equipment should be required.

All information obtained regarding the financial standing of purchasers or applicants will be confidential.

In Advance of Examination.

When an applicant is of unknown business standing, evidence of financial standing will be required in preliminary form before field work which involves a considerable expenditure of Forest Service funds is begun. This is not necessary if the timber is in demand and its examination is desirable to determine specific conditions of sale regardless of any particular applicant.

In the discussion of the preliminary showing applicants should be informed of the exact requirements of the final showing. These requirements will also be stated in the prospectus.

Before Data Are Furnished.

Evidence of financial standing will be required in preliminary form from applicants of unknown business standing before data regarding the timber and terms of sale are furnished which may be put to improper uses in inducing others to invest in the enterprise. This applies particularly to manuscript reports, data from appraisers' reports, or market records and maps, which are not generally distributed and whose possession might indicate advance negotiations with the Government. It does not apply to printed prospectuses or other matter furnished generally to those requesting it.

Prior to Award.

In any case in which evidence of financial standing is necessary under Regulation S-10 it will be required before the timber is awarded and the contract furnished to the successful bidder for execution.

Time Limits.

The procedure for provisional awards pending a satisfactory financial showing is covered under "Awards," page 67.

In all cases a definite and reasonable time limit will be placed upon the option or exclusive right given to the successful bidder to submit evidence of financial standing and execute the contract. This ordinarily will not exceed three months.

Where several bids are submitted the highest bidder, if his financial standing is unknown, should be required to make a satisfactory preliminary showing within one week from the date the bids are opened. Additional time may then be allowed within which to submit the final showing required.

Determination for Established Local Firms.

Where evidence of financial standing is required in dealing with established local firms or individuals of a substantial character, particularly when large amounts of timber are not involved or in second or subsequent purchases by known operators, an investigation and report by a forest officer showing that the financial standing of the purchaser meets the standard requirements of the service will be sufficient. Wherever desirable, however, and particularly in large sales and first purchases, a written statement of assets certified by the secretary or treasurer of the company will be required. No further check of this statement than a report from local forest officers that the applicant or bidder qualifies under the standard requirements will ordinarily be required.

In dealing with established local firms whose financial standing is doubtful a certified statement of assets will be required in all cases. This will be checked to the extent deemed necessary through inquiry by forest officers, credit rating books, or by means of a special rating obtained through the Bureau of Agricultural Economics.

Determination for Established Firms not Locally Known.

Where evidence of the financial standing of firms established in the lumbering business but not locally known is required a statement of assets certified by the secretary or treasurer of the company must be furnished together with a list of references. The statement must fulfill the standard requirements. It will be checked by a credit rating book and by inquiry from at least two of the references given. In questionable cases special investigation by forest officers may be directed or inquiry made through the Bureau of Agricultural Economics.

Determination for New Firms.

Where evidence of the financial standing of firms or applicants not now established in the lumbering business is necessary a specific statement of present and anticipated resources certified by the secretary or treasurer of the company, together with a list of references, will be required. The statement must fulfill the standard requirements. It will be checked by inquiry from two or more of the references given, and, if there is any question as to the financial standing of the applicant, by a special rating from one of the established agencies. This rating can be secured from the Bureau of Agricultural Economics of the department upon application to the Forester. In questionable cases special investigations may be made by forest officers.

Preliminary Showing.

A preliminary showing of financial responsibility should include the names of persons who are interested in the enterprise, the extent to which they are interested, and references. It should also indicate the plan of organization proposed to manufacture and market the timber and the method which will be followed in securing capital. References should be consulted to ascertain the business standing of the applicant and his associates.

A preliminary showing is satisfactory if it indicates—

1. That the methods of financing the enterprise will conform to the standard requirements of the Forest Service as to the proportion of bonds or other form of indebtedness to capital stock or other funds advanced by the purchasing company itself, the amount of capital furnished by men identified with the management of the enterprise, and the assets which will be available at the date of award.
2. That the men identified with the organization and management of the enterprise have good business standing for responsibility, experience, and capacity in the direction of such affairs.

Standard Requirements for Final Showing.

The following requirements are standard and will be made uniformly in all sales coming under the terms of Regulation S-10. In exceptional cases more exacting evidence of financial standing may be required with the approval of the Forester. Such cases will be restricted to sales which involve unusual risks incident to the development of new industries in regions where they have not previously existed, particularly the probability of delay in establishing a market for the product. These are operations whose successful completion will require thorough experience in certain industries, such as the manufacture of pulp or paper, or particular knowledge of market and trade conditions, or which may necessitate exceptionally strong financial backing to carry the enterprise through its initial stages. Special cases coming under this class should be referred to the Forester with recommendations as to the evidence of financial and business standing which should be required.

In Sales Exceeding 10 Million Feet.—Evidence of financial standing will be required uniformly in sales exceeding 10 million board feet. As previously indicated, it may be determined by forest officers or from a statement submitted by the operator.

The purchaser will be required to show assets in hand equivalent to at least 30 per cent of the initial investment in fixed and working capital as shown by the appraisal. This will be considered a satisfactory financial showing. Such assets must be clear of liabilities, which include bonds, mortgages, or notes, but not stock subscribed or paid in. Assets may be in the form of cash, improvements, equipment, or, in the case of corporations, subscribed stock, the last not exceeding one-half of the amount required for a satisfactory financial showing. Stock subscription must be by solvent subscribers satisfactory to the approving officer and in the amount specified, whether the stock be subscribed at par or not. Assets equivalent to subscribed stock may be accepted in the case of firms, partnerships, limited corporations, or personal or family arrangements. These may include written promises or agreements to furnish stated amounts of money for the enterprise from persons found to have ample resources to make them good.

Not less than one-half of the amount required for a satisfactory financial showing should be available in cash, improvements, or equipment before the timber is awarded, and satisfactory guaranties from subscribers should be furnished that any balance in subscribed stock or promises to furnish capital, making up the 30 per cent, will be paid in not later than the beginning of the cutting period.

Bond issues and other forms of indebtedness are thus restricted to a maximum of 70 per cent of the capital needed.

In any case not less than 20 per cent of the fixed and working capital required must be furnished in some form by responsible men who will be actively identified with the management of the company as directors or executive officers.

The plan which will be followed in securing the remainder of the capital required, by sales of stock, bond issues, mortgages, etc., should also be set forth in the statement.

Some operations will require large additional investment after cutting has begun, for railroad extensions, new manufacturing plants, etc. These will not be considered in the initial statement of financial standing, but if not properly safeguarded might endanger the successful completion of the sale. The service will not concern itself with minor increases in sale investments. In exceptional cases, where such increases amount to 50 per cent or more of the total investment, a special clause may be inserted in the contract with the approval of the Forester. This clause will relate only to the method of financing such increases and will require that not less than 30 per cent of the capital required for specified investments shall be cash assets of the purchaser clear of liabilities.

In the case of new companies, or those of unknown standing, a written statement satisfactory to the approving officer of the completed organization of the company will also be required. It must be accompanied by certified copies of all documents and corporate records showing the steps taken in completing the organization.

In Sales of Less Than 10 Million Feet.—In sales of less than 10 million feet evidence of financial standing will ordinarily be required only in cases in which sound financial standing is of special importance. The financial responsibility of purchasers, particularly in kinds of operations for which special financial backing is necessary, will, however, be considered. Where deemed advisable forest officers will investigate the financial standing of purchasers or require them to submit a statement.

The showing in such cases should indicate assets in hand equivalent to 30 per cent of the capital needed to carry out the contract, as outlined under sales exceeding 10 million feet. The form of such assets or the liabilities against them need not ordinarily be considered.

For Separate Corporations.

In the case of separate incorporation of a logging-railroad and lumber operation, in the development of a national forest sale for which evidence of financial standing is required, certified copies of all contracts and agreements between the several companies covering the transportation of supplies and of raw and manufactured products will be required with the financial showing. Awards will not be made in such cases when it is apparent from these contracts or agreements that the transportation company will profit heavily, to injury of the lumber company. The same course will be followed in case of separate incorporation of any parts of a national forest sale enterprise.

The showing in such cases will ordinarily be confined to that necessary in accordance with the standard requirements on the part of the company which will purchase the timber.

PRIVATE SALES OF ADVERTISED TIMBER

REG. S-11. Forest officers may within their authorization sell any timber previously advertised but not sold, without further advertisement, at not less than the advertised rates.

Purposes and Limitations.

Sales covering timber previously advertised but not sold may be made by any forest officer within his sale authority unless it has been decided that the immediate sale of the timber is undesirable, as when fire, insect attack, or other changed conditions have led to a revision of the cutting budget to provide for the prompt cutting of other timber. This is frequently convenient where scattered tracts of timber are in the path of logging operations, and in other cases. (See "Advertisement without application," p. 63.) If the failure to make a sale was due to the rejection of all bids or to the failure of bidders to meet the conditions of sale, including the submission of a satisfactory financial showing, and if the area can be divided without injury to the interests of the United States, individual sales may be made at prices greater or less than any bid submitted for the timber, so as to equalize differences in quality or accessibility on different parts of the area advertised; but none of the timber can be sold at less than the minimum advertised rate, and an average price equal to the highest bona fide bid must be obtained. In the case of areas advertised in the expectation of making a series of small sales for local use, timber of unusual quality or accessibility should be sold only at higher prices than that named in the advertisement, or, preferably, the individual sales should be laid out so that each represents average quality and accessibility for the entire area advertised.

The procedure, except as to advertisement, will be the same as for other sales of similar amounts.

Sales at cost to settlers and farmers under Regulation S-22 may include timber previously advertised but not sold.

Readvertisement Instead of Private Sale.

Ordinarily, if a period exceeding one or, at the most, two years has elapsed since advertisement, the timber should be readvertised. This is particularly important in the case of large tracts or where all the timber advertised is to be sold under one contract. Timber advertised for the purpose of avoiding delays in a series of sales for local use need not be readvertised for five years unless there has been a change in its stumpage value, or unless there is probability of competition for one or more units of it.

In all cases, however, timber should be readvertised if there is any probability of competition, irrespective of the length of the period since the first advertisement.

Timber remaining uncut when an advertised sale has been abandoned or when the contract has expired will ordinarily be readvertised, either in connection with the fixing of damages due the United States or to secure the prompt completion of cutting in the unit in accordance with the management plan. In the case of contracts which have expired, however, the equities of the former purchaser should be given very careful consideration.

BONDS

REG. S-12. The officer approving any timber sale agreement may require the purchaser to furnish a bond for satisfactory compliance with its terms.

Purpose of Bonds.

Bonds in large sales are not required primarily to insure the completion of the sale. For that the service must rely in large part upon the financial and business standing of the purchaser. The bond affords additional security for full compliance with the agreement, but is designed chiefly to cover its detailed requirements as to payments and methods of operation.

When Required.

Bonds will be required in all sales of more than \$10,000 worth of timber, and in sales of smaller value at the discretion of the officer authorizing the sale. In exercising this discretion, the decision should be based on the reliability and financial standing of the operator, and the difficulty or ease of securing compliance with the contract requirements in current operations of similar character. Bonds are especially desirable if the slash is to be disposed of by the purchaser, if the sale covers rapidly deteriorating timber, if the sale is the first to the purchaser, or if the price bid exceeded the advertised price. It is seldom necessary to require a bond in a sale of less than \$1,000 worth of timber, but there should be no hesitation to do so if a bond is needed to protect the interests of the United States.

Amount of Bonds.

The following table is a guide in fixing the amount of bonds, not a hard-and-fast rule. Percentages should be rounded off to the nearest hundred or, in large sales, thousand dollars. The amounts indicated may be increased when desirable for special reasons, such as—

- 1. Doubt as to the reliability or good faith of the purchaser.
- 2. Inclusion in the agreement of special requirements, such as the cutting of snags or construction of roads, in consideration of which a lower price has been placed upon the timber, and whose strict enforcement is of importance to the service.
- 3. Urgent need for completing cutting by the time specified to prevent loss from deterioration or injury to surrounding stumpage, as in the case of fire-killed or insect-infested timber.
- 4. The possibility of a larger amount being needed to cover damages resulting from the abandonment of the sale without operation, as when the expense of cruising and otherwise preparing for the sale has been large.

Amount of sale	Amount of bond
\$1, 000 to \$10, 000 -----	10 per cent of amount of sale.
\$11, 000 to \$50, 000 -----	8 per cent with a minimum bond of \$1, 000.
Over \$50, 000 -----	5 per cent with a minimum bond of \$1, 000 and a maximum of \$50, 000

Periodic Bonds.

In sales for five years or less the bond should cover the entire contract period. In sales for more than five years, if the purchaser can not practicably obtain satisfactory surety for the entire period, bonds covering not less than five years may be accepted, with a provision in the agreement to furnish a new bond before the expiration of the initial or any subsequent bond, in the amount and under the conditions required by the approving officer. (See special clause 99.)

The obligation in bonds covering but part of the contract period will be stated as follows:

The condition of this obligation is such that if the said above-bounden ----- or successors, shall, during the period prior to
(Names of principals)
-----, well and truly perform all and singular
(Insert date next following date bond is to expire)
the promises contained in a certain agreement executed by ----- on the
(them, him, or it)
----- day of -----, 19--, and hereto attached, then this obligation shall be void, otherwise to remain in full force and effect; it being understood and agreed that this obligation shall not extend or apply to any of the promises in said agreement that by its terms are to be performed subsequent to -----, and that the said surety shall not be liable for any loss,
(Date bond is to expire)
costs, damages, or expenses occasioned by the failure of the principal to deliver a new bond before the expiration of this instrument as provided for in section ---- of the aforesaid agreement.

Form of Bonds.

Form 377 will be used. A copy of the contract will be attached to each copy of the bond.

The following provision, on page 1 of Form 377, which is intended to reduce routine in extensions of time, may be waived by the approving officer if the purchaser can not furnish satisfactory surety on this basis:

It is understood and agreed that any extension of time not beyond ----- within which the said agreement is
(Date not to exceed one year after date of expiration)
to be completed, may be granted without securing the consent of the suret--
on this bond, notice of such extension being hereby expressly waived.

If the contract period is extended as permitted by this wording, the sureties should be notified.

Sureties.

Surety companies are preferred to individuals, but, in accordance with the act of August 13, 1894 (28 Stat. 279), purchasers will not be required to furnish corporate surety.

Under the acts of August 13, 1894, and March 23, 1910, the Treasury Department issues lists of surety companies (section of surety bonds, Form 356) acceptable on Federal bonds. Only surety companies named in the latest list whose responsibility is determined by the Treasury Department, will be accepted. Copies of each issue of this list will be furnished to regional foresters.

Individual sureties must be two in number, each good for the full amount of the bond. If the purchaser is a copartnership, sureties other than its partners will be required, and if a corporation, sureties other than its officers or stockholders; but this requirement may be waived in the case of a firm member or stockholder known to have ample means aside from his interest in the purchasing corporation or firm. The responsibility of all individual sureties will be established by the supervisor, who will file a record of his findings with the papers in each case. The minimum requirement for each surety will be the possession of property, over and above all legal liabilities and exemptions and subject to sale on execution, worth at least the amount named in the bond.

Liability of Surety.

The liability of the surety is limited to damages arising from violations of the terms of the contract and may not exceed the amount of the bond. Section 14 of Form 202, covering liquidated damages, will be construed to apply to parts of the sale area upon which some cutting has been done, not to parts left untouched. Damages from leaving solid bodies of timber uncut are never liquidated in advance, but must be shown, by a determination of stumpage values at the time of sale and after default, to have been actually sustained by the United States.

The procedure in appraising damages is outlined under "Enforcement and termination of agreements," pages 101 to 107.

Periodic Examination of Bonds.

Bonds filed in supervisors' offices will be examined by supervisors, and bonds filed in regional offices by regional foresters at least once every two years to ascertain the sufficiency of the sureties. For corporate sureties it will be necessary only to determine if the company is on the latest list issued by the Treasury Department. The responsibility of individual sureties will be determined by supervisors or by special investigation.

The sufficiency of sureties on contract bonds furnished in connection with the cutting of timber on lands of unsettled status should be checked similarly under the direction of the regional forester at least every two years, and such check noted in the records of the case.

The financial standing of individual sureties will be determined whenever information is secured which indicates that they are not worth the sum named in the bond.

Whenever the surety on a bond is found to be unsatisfactory the purchaser will be requested to furnish new surety acceptable to the approving officer, unless the amount of timber still to be cut and the condition of the sale area makes such action unnecessary. In the case of corporate sureties the matter will be reported to the Forester for consideration with the Treasury Department.

Evidence of Authority.

Evidence of the authority of a person signing a bond as principal or surety on behalf of a corporation will be secured when required by the instructions under "Execution and approval of agreements and bonds," and filed with the original agreement.

United States Bonds and Notes in Lieu of Bonds.

The act of November 23, 1921 (42 Stat. 318) and the rules and regulations prescribed by the Secretary of the Treasury thereunder authorize the acceptance of the United States bonds or notes as security in lieu of a surety or sureties. If such bonds or notes are offered in lieu of a bond, they will be accepted. The rules and regulations governing transactions of this character are given in Treasury Department circular No. 154, dated May 15, 1922, and the procedure

and forms given in that circular must be followed. In every case, the assistant to the solicitor will approve the legal sufficiency of the forms prepared in connection with the acceptance, deposit, and return or other disposition of such bonds or notes.

EXECUTION AND APPROVAL OF AGREEMENTS AND BONDS

When Furnished Purchaser for Execution.

The agreement and bond, if required, will be submitted to the purchaser promptly after final award is made, but in no case prior to receipt of assurance that the deposit with bid has been made, or, if evidence of financial standing of purchasers is required, before a satisfactory financial showing has been furnished. In unadvertised sales or in private sales of timber previously advertised but not sold, the receipt of deposit and the financial showing, if required, should precede the furnishing of the contract to the purchaser for execution, or if the timber-use permit form is used in small sales, before the permit is signed by the forest officer and sent to the purchaser.

Prompt Execution Required.

Every reasonable effort will be made by the responsible officer to secure prompt execution of agreements and bonds. When the contract and bond are furnished to the successful bidder, a reasonable time will be specified for their execution and return and at the expiration of this period his exclusive right to make the purchase terminates. If this period has already been specified in the conditions of sale (see under "Forfeiture of deposit with bid," p. 62), the requirements so announced will not be changed. In other cases the period for execution will be specified in the letter accompanying the agreement and bond when these are sent the successful bidder. (See also "Time limits," p. 70.)

Form and Time of Execution.

The variations in form of execution in sales to an individual, a partnership, or a corporation are outlined on Form 202. Two copies of the agreement and one copy of the bond will be executed. All signatures must be the same throughout and identical with the names used in the agreement and bond. Because of the necessity of referring in the bond to the date of the agreement, the bond must not be executed on a date prior to execution of the agreement.

Evidence of Authority in Agreements.

Evidence of authority of the person who executed an agreement on behalf of a corporation will be obtained:

1. In sales of less than \$3,000 worth of timber when deemed necessary by the approving officer.
2. In the first sale to any operator of from \$3,000 to \$50,000 worth of timber, unless the executive officer who signs the agreement for a responsible corporation is known to the approving officer to be discharging regularly the functions of his office.
- 3.^a In the first sale to any operator in excess of \$50,000 worth of timber. In subsequent sales where evidence of authority of the same executive officer has previously been furnished, a certified statement from the forest officer approving the sale or an officer designated by him will be sufficient. The form of such certification should be as follows:

"I hereby certify that, to the best of my knowledge and belief, based upon observation and inquiry, ———, who signed this contract for the ———, had authority to execute the same, and is the individual who signs similar contracts on behalf of this corporation with the public generally."

_____,
Approving Officer.

As evidence of authority a copy of the appropriate article of incorporation, by-law, or resolution of the board of directors which authorizes the officer to execute the papers for the company will be required in substantially the language

^a Amdt. No. 238, effective Oct. 1, 1930.

indicated in Form 319. This copy must be certified by the secretary of the company under the corporate seal substantially as outlined in Form 319.

Such evidence, when required, will be filed with the original of the agreement.

Evidence of Authority in Bonds.

A bond properly executed by the purchaser and local agents of an acceptable surety company will be accepted and approved, and unless it is accompanied by satisfactory evidence showing that such agents were authorized to thus obligate the surety company, the approving officer will at once request a report from the section of surety bonds, Treasury Department, as to whether or not the action of the agents is within the scope of their authority. This request will be made in duplicate by or through the district forester on Form 590, one copy of which will be retained by the section of surety bonds and the other returned by it to the originating district. If the report of the section of surety bonds indicates that the agents acted within their authority the returned form will be filed with the bond and original agreement. However, if the report shows that the agents exceeded their authority, the home office of the surety company will be asked by the district forester if it wishes to ratify the unauthorized act of its agents. Should ratification be refused, the approving officer will promptly notify the purchaser that the surety is unsatisfactory, and will require him to furnish a new bond in accordance with the sale agreement. Failure to furnish a satisfactory new bond within a reasonable time will be sufficient cause for suspending sale operations.

Approval of Agreement and Bond.

Before approval of any bond the responsibility of the sureties in accordance with the instructions under "Sureties," page 74, will be established. The legal sufficiency of the execution in sales approved by the regional forester and other sales when desired should be determined by the assistant to the solicitor. Two copies of the agreement and one copy of the bond will be approved, the latter to be filed with the original of the agreement. It is essential that the agreement and bond be approved on the same date.

DEPOSITS, REFUNDS, AND TRANSFERS

REG. S-13. No timber shall be cut under any sale contract until it has been paid for. Refunds may, in the discretion of the Forester or district forester, be made to depositors or to their legal representatives of sums deposited in excess of amounts actually due the United States. Refunds of payments may also be made to the rightful claimants of sums erroneously collected for timber or other forest products.

Transfers of deposits from one transaction to another, or from the credit of one purchaser to that of another with the written consent of the original depositor, may be made by the supervisor.

Payment in Advance Required.

Forest officers will see that no timber is cut or removed in advance of payment, and that a sufficient amount is always on deposit to insure against overcutting. In order that operations may not be delayed, purchasers will be notified well in advance when an additional payment is required. Failure to make prompt deposit upon request is cause for suspending operations if the value of the timber cut equals the amount on deposit or may do so before a further payment can be made. Requests for postponement of deposits which involves cutting in advance of payment can not be considered.

Amount of Payments.

The sale agreement will specify the amount or a range of amounts which will constitute a payment. Provision will also be made for accepting, as a payment, an amount discretionary with the supervisor just before the suspension of operations, or the completion of the sale, to avoid unnecessary hardship on the operator. Otherwise payments of less than the minimum specified can not be accepted without invalidating the bond. A payment may all be made in one deposit, or may consist of a credit transferred from another transaction and a deposit sufficient to make up the amount of the payment.

Advance payments will be based upon the probable rate of cutting, and ordinarily should cover the estimated cut during two months of active logging. In large sales the amount may be increased to cover a period of three months, and in small sales reduced to one month. Frequent small deposits may be accepted in small unadvertised sales from purchasers whose circumstances do not enable them to pay for the timber in larger installments; but the full amount will, wherever possible without hardship to the operator, be required in one deposit.

Money deposited to secure an emergency sale may be credited toward the deposit to accompany the bid. A deposit with bid applies on the first payment if the sale is awarded to the depositor.

The advance payments should more than cover the value of all timber cut. If, however, upon receipt of the final scaling report a balance in excess of \$1 is due the Government, the entire amount should be obtained before closing the case. If the balance is \$1 or less, a further deposit will not be requested unless the amount due exceeds 25 per cent of the value of the timber included in the sale. No requests will be made for balances under 25 cents.

For instructions concerning the amount of deposit with bid, see "Deposit with bid," page 62.

Refunds.

Generally speaking, all money not due the Government on any transaction will be refunded, provided the United States has suffered no damage from violations of the agreement or permit; and refunds to depositors or payments to the rightful claimants may be made of sums erroneously collected. An amount sufficient to cover damages incurred by the United States may be retained out of deposited money which would otherwise be refunded.

For the procedure in making refunds and instructions concerning small balances, see the "Accounts" section of the manual.

Transfers.

Deposits or balances may, with the written consent of the payer, be transferred to his credit on another transaction of the same or different kind. They may also be transferred to the credit of another person with the written consent of the original depositor. A transfer from an uncompleted sale will not be made if the effect would be to reduce the latest payment below the amount specified in the agreement. For the procedure in transfers, see the "Accounts" section of the manual.

REG. S-14. The Forester is authorized to make timber sales for any amount on any national forest, subject to the maximum cut fixed by the Secretary, and to delegate this authority for amounts not exceeding 50 million feet board measure to the district foresters. The district forester may delegate authority to subordinate officers to make sales for amounts not exceeding 10 million feet board measure. All supervisors may without special authorization make sales in amounts not exceeding \$500 and may delegate this authority for amounts not exceeding \$100 to subordinate officers.

The Forester may authorize district foresters to formally approve timber-sale agreements and related papers in sales exceeding 50 million feet board measure in which the conditions of sale have been previously approved by him.

AUTHORIZATIONS

Policy in Giving Authorizations.

It is the policy of the Forest Service to have the individual sales of timber handled by local officers so far as is practicable. This avoids delays and is a means of securing good business efficiency in timber disposal. If the amounts and location of timber which should be sold and the policy to be followed in sales have been settled in the management plan or by instructions from the Secretary, authority within the limits given in Regulation S-14, to carry out the plan will be given local officers in accordance with their demonstrated ability to do the work well. Large sales, however, usually involve matters of policy or business considerations which should receive the thought and attention of the district forester or Forester, and often involve such large values that it is an ordinary business precaution to have proposed transactions reviewed by the higher executive officers.

All authorizations, except those specifically given by Regulation S-14, will be in writing.

District Forester's Authorizations.

The Forester will authorize each district forester to make sales not exceeding a specified amount, in no case larger than 50 million feet board measure or its equivalent in other units of measure. This authorization will remain in effect until changed by the Forester, irrespective of changes in personnel.

Each district forester is responsible for referring to the Forester in advance any sales smaller than the amount of his authorization but involving new points of policy or conditions which make it desirable to secure instructions from the Secretary of Agriculture.

District foresters will formally approve all agreements for larger amounts of timber than the supervisor concerned is authorized to sell. If the quantity of timber exceeds that which the district forester is authorized to sell, the appraisal report, the sample contract, the prospectus, the form of advertisement, and any other conditions of sale will be submitted to the Forester with the district forester's recommendations, before any promise is given that the timber will be offered for sale or concerning the terms of sale. The Forester, if he approves, will authorize the advertisement of the timber under definite minimum prices and contract conditions. Thereafter the case will be handled by the district forester unless new data or changed conditions require changes in the contract or terms of sale.

Supervisor's Authorization.

Each supervisor is authorized to make sales not exceeding \$500 in value. The district forester will, in his discretion, authorize the supervisor of each forest in his district to make sales not exceeding a specified amount, in no case exceeding 10 million feet board measure or its equivalent in other units of measure. This authorization may be changed or revoked at any time, but will remain in effect until changed, irrespective of changes in personnel. A new supervisor on a forest has the authorization held by his predecessor, unless the authorization is changed by the district forester.

Ranger's Authorizations.

Each supervisor will, in his discretion, authorize rangers and other subordinates on his forest, individually, to make sales not in excess of \$100 in value. This authorization may be exercised only by the person to whom it is given, and may be limited to timber within a specified portion of the forest or to timber of specified character. Authorizations should be given only to forest officers who will use them in accordance with the policies of the service in timber uses, and failure to secure the accomplishment of those policies should result in the withdrawal or modification of the authorization by the supervisor, with other disciplinary action if necessary.

CLASSIFICATION OF SALES BY FORM OF CONTRACT

Sales by Amount.

Sales may be made for definite quantities of timber. In these sales, the amount felled must not exceed that specified in the agreement, irrespective of whether more timber is available. This kind of sale is especially applicable to operations by small operators who have orders for definite amounts of forest products, but is also applicable to some large sales where there is no danger of having small bodies of timber left isolated at the end of the operation. Suitable wording for contracts in this form is indicated on the timber-sale contract and permit forms.

A form of sale by amount is to have the agreement cover all the marked or designated trees on a definite area, the volume being determined in advance of cutting (usually at the time of marking) by the measurement of each tree and the use of approved volume tables, instead of by the scaling or measurement of the products. (See "Tree measurement," under "Scaling," p. 95.) These sales differ from sales by amount in that the purchaser agrees to take the timber which the service wants to sell on a definite area, and differ from sales by area in that the volume and consequently the total amount due the United States can be determined in advance.

Sales by Area.

Sales may include all the timber marked or designated for cutting on a defined area, the volume to be cut being estimated but not guaranteed. If, under the contract conditions concerning marking or designating timber for cutting, there is on the area a larger volume than was estimated, the purchaser has the right and may be required to pay for, cut, and remove it; if there proves to be less, no obligation exists to supply the deficiency from other timber and the system of marking should never be changed to bring the cut from the sale up to the amount of the estimate. In most large sales, the timber is scaled, measured, or counted after cutting, but if the circumstances make feasible the determination of volume by tree measurement, the agreement may provide for that procedure in a sale of any size.^a (See p. 95-S.)

CLASSIFICATION OF SALES BY SIZE

UNADVERTISED SALES

What Sales are Included.

Sales of not more than \$500 worth of timber will be considered as unadvertised sales, even if the timber is part of a lot previously advertised but not sold. These sales are usually made by amount.

Repeated Unadvertised Sales Forbidden.

Repeated unadvertised sales to the same purchaser in order to avoid advertising a quantity exceeding \$500 in value will not be made. So far as practicable, the needs of even very small operators, who have not the financial resources or the equipment to handle sales larger than \$500, will be met by advertising areas and subsequently making small sales from them. (See "Private sales of advertised timber," p. 72, and "Advertisement without application," p. 63.)

Margin for Excess Cutting.

If the timber has not previously been advertised, the sale should ordinarily be for less than the \$500 limit to allow for possible excess cutting. If the value of the cut should exceed \$500, the intent of the law and of the regulation will have been violated, even when the letter is kept by making a separate sale of the excess. If the original value of the sale, together with the value of a

^a Amdt. No. 239, effective May 1, 1930.

small overcut, does not exceed \$500, the overcut may be accounted for as excess cutting under the contract.

Minimum Charge.

A minimum charge in small sales of timber for commercial uses, of not less than \$3 nor more than \$10, will be established for each forest by the regional forester. The minimum charge in commercial sales of timber for the personal use of the purchaser will be \$1. The cost of handling the business makes these charges necessary even if only small volumes of timber are involved. These minima do not apply to sales of miscellaneous products made under Regulation S-21. For the minimum charge in sales at cost, see instructions under Regulation S-22.

Examination.

So far as practicable, areas suitable for groups of unadvertised sales will be examined in advance of application, and made part of the cutting budget of the management plan. This makes for economy in administration everywhere, is necessary on forests with very intensive timber use in small sales, and is a desirable means of getting rough roads built into small bodies of timber in some cases, through the cooperative efforts of several purchasers of small amounts. It is desirable to have the timber on such areas advertised and thus made available without delay for sales of over \$500, if desired by small operators. The examination of such areas should conform with that necessary for a sale of the total amount to be cut.

If an application can not be met by a sale from an area previously examined, the officer will check the proposed sale with the program of sales business for the forest, working circle, or ranger district, and if a sale is permissible, will make the examination as required by the instructions under Regulation S-6, mark or designate the timber to be cut, and fix the terms of sale. No map or forest description need be prepared unless specifically required by the supervisor.

Procedure when Permit Form is Used.

The contract may be in the form of a permit. Form 202c will be used for this purpose. Instructions for its use are printed on it. If the volume is determined by tree measurement instead of by scaling or measurement an entry will be made on the line "Instructions for scaling" substantially as follows: "Volume given below is accepted by permittee as final"; and under the quantity and description of timber and the stumpage rates, an entry will be made "This permit covers —— marked trees only," and paragraph number 4 on the face of the form will be struck out.

Procedure when Contract Form is Used.

Form 202a will ordinarily be used. It will be prepared in triplicate, and executed and approved in duplicate. The conditions on the back of the form will be called to the attention of the purchaser. The wording may be modified to be applicable if the volume is determined by tree measurement. On receipt of the executed original and duplicate, and on being satisfied that the required deposit has been made, the officer will approve both copies, send the original to the supervisor, and return the duplicate to the purchaser. The third copy is for the ranger's files.

Procedure in Supervisor's Office.

The copy of the contract or permit and, if the contract form is used, the duplicate letter of transmittal will be examined on receipt for correctness and agreement with the approved stumpage rates, policy in timber uses, and timber-cutting plan or budget. The permit form or a timber-sale record card (Form 615) will be filed alphabetically by the name of the purchaser, with the card record of other sales. This file should be reviewed frequently (daily on forests with many small sales) and the ranger notified of cases in which acknowledgment of receipt of payment is not received from the fiscal agent at the end of two weeks or of a shorter period in the discretion of the supervisor, or a

reminder file of duplicate Forms 861 and of pending sales by permit will be kept for the same purpose. Upon receipt from the fiscal agent of the record of the deposit, the amount paid will be checked against the amount due, the proper entries made on the permit or card, and the ranger notified. Should the record of the deposit reach the supervisor before the copy of the permit or contract from the ranger, the data will be entered on Form 615 and the record completed when the information is received.

Reports.

Unless required by the supervisor, cutting reports need not be submitted until the sale is ready for closing. Form 820 will be used if the contract form (Form 202a) was used in making the sale, and, if approved by the supervisor, the duplicate copy will be stamped "This case is closed" and returned to the ranger; and the supervisor will transfer the folder and the card record of the case to his closed files. If the permit form (Form 202c) was used the ranger will forward one of the carbon copies, showing the amount cut and other required data. In the supervisor's office the copy in the card record will be filled out to correspond with the report and transferred to the closed files, and the report stamped to indicate approval of the recommendation for closing and returned to the ranger.

SUPERVISOR'S ADVERTISED SALES

What Sales are Included.

Sales for more than \$500 worth of timber made by a supervisor under his authorization from the district forester are considered as in this class, whether awarded to the highest bidder in response to advertisement or made as private sales of timber previously advertised.

Examination and Discussion With Applicant.

Whether acting in response to an application or not, the examination and appraisal of the timber will be made as outlined on page 34 to page 40. If the sale is desirable and in conformity with the management plan, the sample contract will be prepared on Form 202 or Form 202a. Its terms should be discussed fully with the applicant or probable bidders, and their acceptance of the conditions and requirements secured if possible. (See discussion following Reg. S-1, and, for instructions on drafting agreements, see "Contract conditions.") Contract clauses not previously approved should be sent to the district forester for review by the assistant to the solicitor.

District foresters may require the submission by supervisors of any or all sample contracts during the period of advertising.

Advertisement.

The notice of sale will be prepared in accordance with the instructions under "Advertisement." The first publication will be compared with the file copy for mistakes. A copy of Form 935, with the published notice attached, will be filed under the last date for receiving bids as a reminder of the expiration of the advertisement.

Further instructions, including the action necessary to correct mistakes, are given under "Advertisement."

Card Record.

When it is decided to offer the timber for sale, a card (Form 615) will be filled out and filed under the name of the chance as "Pine Creek Unit." When the sale is awarded, the name of the purchaser will be substituted and the rates bid, if higher than the advertised rates, recorded.

Bids and Awards.

The original applicant and other prospective bidders will be notified as soon as publication has begun, instructed to forward bids within the period specified in the notice of sale, and furnished with Form 941 and bid envelopes.

If evidence of financial standing is necessary and has not been furnished, the supervisor will make a provisional award to the successful bidder in accordance with the instructions under "Evidence of financial standing," under Regulation S-10. The final contract will not be furnished until satisfactory evidence of financial standing has been submitted.

In other cases the supervisor will at once notify the successful bidder that the sale has been awarded to him and that the final agreement, and bond if required, will be sent, for execution within a specified time. (See p. 75.)

If the information is not sent to the district forester in other regular reports, copies of all bids submitted will be marked "For the information of the district forester," and forwarded to the district office, or the district forester may require that a record of the bids received in supervisor's advertised sales be furnished quarterly with the report of timber cut and sold.

Further instructions are given under Regulation S-9 and Regulation S-10.

Agreement.

The final agreement will be prepared on Form 202 or Form 202a in triplicate and executed and approved in duplicate. The approved original is for the supervisor's files and the duplicate for the purchaser. The third copy, showing the dates and signatures of execution and approval, will be sent immediately after approval to the officer in charge of the sale.

Further instructions are given under "Execution and approval of agreements and bonds," page 75.

Bonds.

If a bond is required, the supervisor will prepare it in duplicate on Form 377 and send the original to the purchaser for execution with the agreement. The duplicate with dates and signatures filled in should be sent to the officer in charge of the sale immediately after the execution and approval of the original. The original will be approved by the supervisor and filed with his record of the case.

Further instructions are given under "Bonds," page 73, and "Execution and approval of agreements and bonds."

Emergency Sales.

Instructions governing emergency sales are given under Regulation S-8. If an emergency sale is allowed, the emergency-sale agreement will be prepared in quadruplicate and executed in duplicate. The original, after approval by the supervisor, will be retained in his files. The duplicate will be sent to the purchaser, and the third and fourth copies, with dates of execution and approval entered, to the district forester and the officer in charge of the sale.

The district forester will also be informed of the conditions constituting the emergency.

Closing.¹⁴⁹

Supervisor's advertised sales will be closed in the same manner as unadvertised sales and the purchaser informed of the action taken. It is important that the sale be not closed until all work to be done by the purchaser—brush burning, for example—has been completed and the scale books have been checked. In other words, the forest officer authorized to close a sale should not do so unless he has previously determined in accordance with existing instructions that the purchaser has satisfactorily fulfilled all contractual obligations and has not committed or omitted any act that makes him legally liable for damages.

If a bond has been required, the surety will be informed when the sale is closed. This notification will be in substantially the following form:

Operations under the timber-sale contract executed by _____
on _____, 192__, and approved by the _____
on _____, 192__, in connection with which you are surety on a
bond for \$_____, dated at _____ on _____
192__, have been completed, and the case has been closed on our records.

DISTRICT FORESTER'S SALE

Sample Agreement.

The steps are the same as in supervisor's advertised sales until the sample agreement has been discussed with the applicant. If the supervisor decides to recommend the sale, he will send the sample agreement to the district forester with the report, estimate, map, and copy for the advertisement. The supervisor will discuss any features of the report or sample agreement which require explanation or with which he may not agree in a letter accompanying the sale papers.

The district forester will consider the advisability of making the sale, check the expected cut against the limitation for the forest and the provisions of the management plan, and review the sample contract carefully, especially with reference to the methods of cutting and the fire-control measures proposed. So far as practicable, any discussions of changes with the applicant or probable bidders will be conducted by the supervisor, and in any event he will be kept fully informed. Copies of the sample agreement and notice of sale, as approved by the district forester, will be sent to the supervisor.

Advertisement.

If the district forester approve the sale, he will authorize the supervisor to begin advertising, fix the last day for receipt of bids, determine whether bids will be received by the supervisor or by himself and, if the sale is of regional or general interest (see p. 60), place the advertisement in any papers or trade journals other than the local newspaper. The supervisor will be responsible for checking the notice of sale in the local paper for mistakes, and the district forester for other appearances. Form 935 will be sent to the district forester. The supervisor will notify the applicant and any other prospective bidders, and will furnish them with copies of Form 941 and with bid envelopes.

Awards.

After the bids are opened, the district forester will immediately notify the supervisor of the names of the bidders, the amount of each bid, and the award or, if award is delayed because of a requirement for financial showing or other reason, the expected award. (See instructions under "Awards of advertised timber.") If the notice of sale required that bids be sent to the supervisor, he will similarly notify the district forester of the result of the bidding.

Review of Agreements by Assistant to the Solicitor.

Agreements will be referred to the district assistant to the solicitor for review :

1. When the sample agreement is drafted.
2. After the incorporation of any modification desired by the approving officer or agreed to in negotiations with the applicant.
3. Immediately before administrative approval, for the legal sufficiency of the execution.

Agreement.

The agreement, Form 202, will be prepared with four carbons by the district forester. One copy will be filed and the original and three carbons sent to the supervisor, who will have the original and one carbon executed by the purchaser and returned to the district office. The third copy will be retained in the supervisor's files and the fourth sent to the officer in charge of the sale. After the district forester has approved both copies, the duplicate will be forwarded to the purchaser through the supervisor and the original filed in the safe.

When the approved duplicate of the contract is received by the supervisor, he will enter the signature and dates of execution and approval on his copy and notify the officer in charge of the sale in order that the latter may make the same records.

Bond.

If a bond is required, it will be prepared in triplicate when the agreement is prepared, and will be reviewed by the assistant to the solicitor. The original will be sent with the original and duplicate of the agreement for execution by the purchaser and sureties. On its return it will again be reviewed by the assistant to the solicitor for the legal sufficiency of execution, and if found correct will be approved and retained in the district office. The other two copies, with dates and signatures filled in, will be sent to the supervisor for his files and for the officer in charge of the sale, respectively.

Closing.

District forester's sales will be closed as are supervisor's advertised sales, with notifications to the district forester, to the purchaser, and, if a bond has been required, to the sureties.

FORESTER'S SALES

For sales which exceed the district forester's authorization, the sample agreement, together with the report, estimate, map, notice of sale, prospectus (if one is prepared), and the supervisor's and district forester's recommendations, will be forwarded to the Forester. When the Forester has approved the conditions of sale, including the sample agreement, the district forester will proceed with advertisement. The procedure from this point will be exactly as outlined for district foresters' sales, except that copies of the executed agreement and bond will be forwarded to the Forester for his files. The agreement and bond and any later modification will be approved by the district forester.

Any important changes in the sample agreement after it has been approved by the Forester will be referred to him before the agreement is presented to the purchaser for signature. Minor changes not involving any departure from the sale conditions as originally approved may be made without again referring the sample agreement to the Forester. Any modification of the agreement must be approved in advance by the Forester, but the district forester will approve the papers.

It is essential that no final assurances be given prospective purchasers until the Forester has passed upon the sample agreement, and also that no promises be made with reference to proposed modifications until the action has been approved by the Forester.

MODIFICATIONS AND TRANSFERS OF AGREEMENTS

REG. S-15. Modification of timber-sale agreements will not be allowed except in cases where the full performance of the agreement by the purchaser is rendered inequitable by some act of the United States or where the modification is sought in respect to the unexecuted portion of the agreement and will not be injurious to the United States. Modifications, where proper under this regulation, may be made by the officer approving the sale or by his superior officer.

No transfer or assignment of a timber-sale agreement shall be valid unless the transferee or assignee is acceptable to the United States as a purchaser of timber under the conditions and requirements then in effect for similar timber sales, and unless the transfer or assignment has been approved in writing by the forest officer who approved the sale agreement, or by his successor, authorized deputy, or superior officer. But by contractual stipulation a purchaser may be granted general authority to assign his timber-sale agreement in trust as security, subject, however, to such conditions as the Forester imposes for the protection of the public interests.^a

Policy as to Modification.

It is the policy of the Forest Service:

1. To draft timber-sale contracts carefully, so that modifications are unnecessary unless unforeseen conditions arise, and to enforce contracts as drafted.
2. To require a clear showing of necessity, on the basis of equitableness or reasonableness, or a clear showing of advantage to the United States, before approving any modification of contract.
3. To review the terms and requirements of the entire contract whenever a modification of any part of it is made, and to have the modification include any changes found necessary or desirable to accomplish the purposes of the Service in timber uses, and any increases in stumpage prices which are fair under the circumstances.
4. To refuse applications for postponement of payments which would involve cutting timber in advance of payment for it.
5. In general, to make modifications only when the conditions and terms of the contract as modified are not more favorable to the operator than those on the basis of which the timber was advertised and bids for it received, unless the acts of the United States itself have made the enforcement of the original contract inequitable.

Officers of the Forest Service who negotiate and administer sales are responsible for making the foregoing policy clear to purchasers. There must be no reason for an assumption by a purchaser that the terms of his contract can be modified to suit his convenience, particularly as to time limits and rate of cutting. A full explanation of the contract requirements must be given purchasers in advance (see "Explanation of requirements must be given users," p. 6), and thereafter they must be enforced. Only in this way can the standing of timber-sale agreements as business obligations be maintained.

It is important that the action of forest officers regarding contract modifications be clear cut and decisive at all stages of an agreement. No indefinite assurances concerning possible future modifications will be given purchasers. There must be no tacit approval of a course of action by the purchaser which will later make a modification necessary. If the purchaser asks whether certain action will lead to a modification, either a clear-cut decision will be made by the authorized officer or the purchaser will be told that the Forest Service can not be committed in advance and that he must assume full responsibility for the compliance with his contract obligations. It is no more than fair to the operator that he be warned in advanced that failure to comply with his contract may result in cancellation instead of acquiescence through modification, and that at all times he be in no uncertainty as to the policy and probable course of action by the Forest Service.

^a Amdt. No. 67, effective Nov. 18, 1927.

Modifications Against the Interests of the United States Refused.

No modification can be approved which is against the interests of the United States. Requested changes in the terms of the contract as to utilization, reduction of fire hazard, and promotion of growth after cutting can not be granted unless the new requirements tend to promote the objects sought by the Service, and changes in prices are limited to increases, or, in long-term sales, to changes for which provision is made in reappraisal clause of the contract. A postponement of cutting or a decrease in the rate of cutting is often not against the interests of the United States, but is so in the case of rapidly deteriorating timber. Cutting in excess of the maximum rate stipulated in the contract can be granted only if the previous rate of cutting in the working circle has been less than that allowable under the management plan, and any modification will be limited to provide for the removal of only the accrued surplus so far as that is desirable.

Extensions of Time.

Requested modifications of the period allowed for cutting all or part of the timber are the most common. The guiding principle in considering such requests is the good faith of the operator as shown by what he has done. Contract requirements will not be modified because a purchaser has been unable to finance his operation, because the cutting has been delayed or retarded for business or speculative reasons (as when the operating force has been working on other stumpage not fully considered when the contract was drafted) or because the purchaser has failed from negligence to make a substantial showing in his operations under the contract. The Forest Service will not stand on technicalities, however, but will consider the modification of agreements when a reasonable effort and a substantial showing of good faith has been made but the purchaser is unable to comply with the contract for reasons largely or wholly beyond his control. Examples are loss from fire or other accidents of equipment in use; unusual weather conditions; acts of the United States itself, such as heavy demands upon the purchaser's labor for fire fighting; suspensions of the operations during periods of fire danger; the presence of more timber to be cut on the area than was estimated; and the loss or market or business depressions which would involve operating at a loss.

In approving an extension of a final contract date, the responsible officer will determine whether the prices in effect represent the full market value of the timber and whether any other features of the agreement should be changed in order to get the best results from the operation in marking, brush disposal, fire prevention, utilization, etc. Once it is decided to modify a contract at the request of the purchaser or on the initiative of the Forest Service with the consent of the operator, the entire agreement is open for any fair and reasonable changes which will benefit the public interests.

There are two means of extending the final contract date:

1. By waivers of time limits. This is the preferred method for making extensions up to one year when other changes in the contract are not necessary, and when the consent of the sureties on the bond need not be secured because the bond permits such an extension or because the sale area is in such a satisfactory condition that a bond is no longer needed to protect the interests of the United States. Bonds will uniformly provide for the extension of the contract period for not over one year, unless this prevents the securing of satisfactory surety. (See Form 377.)

2. By formal modification of the sale agreement, which must be the method in all other cases, including any cases where an extension of one year by waiver has previously been granted.

Changes in Periodic Cuts.

Periodic cut requirements may be changed by a letter signed by the officer who approved the agreement, without formal modification of contract. The controlling factor in deciding whether or not to grant requested changes is the good faith of the purchaser as shown by his acts. (See also "Modifications against the interests of the United States refused," p. 84.)

Correction of Sale Boundaries.

Sale boundaries may be modified (1) in case of error in the original layout of the sale; (2) when of material advantage to the Government and the purchaser; or (3) in emergencies where not injurious to the interests of the United States. Such modifications should ordinarily be restricted to reductions or small additions to the amount of timber covered by the sale. Additions involving more than \$500 worth of unadvertised timber can be made only after advertisement and should usually be handled as new sales.

Authority and Procedure in Modifications.

No forest officer has authority to modify any contract verbally.

Modifications will be approved by the officer having authority to approve the sale contract. In sales reviewed by the Forester before advertisement, any modifications other than the waiving of time limits and changes in the periodic cuts, or other changes authorized by the terms of the contract itself (as in logging methods, methods of brush disposal, or utilization of minor products) will be referred to the Forester for review before the purchaser is assured that the modification will be made.

Waivers of time limits, if no other modification is involved, will be made on Form 496. Changes in periodic cuts or other changes expressly provided for in the contract will be made by letter from the proper officer to the purchaser, indicating clearly the manner in which the existing requirements are changed. For all other modifications the form given on page 86 will be used.

Where a bond has been furnished the consent of sureties must be secured before any modification of agreement is approved, unless such consent is specifically waived in the bond itself, or unless the modification affects a small amount of material and the sale is in such satisfactory condition that the continuation of the bond is unnecessary. The consent of sureties also need not be secured when the clause of the contract to be modified specifically provides that its provisions may be changed in writing by a forest officer. However, a copy of the forest officer's letter to the purchaser covering the modification should be sent to the sureties, or their attorney in fact.

In unadvertised sales all modifications, including waivers of time limits, will be prepared with two carbons. The original will be forwarded to the purchaser and the carbons filed with the supervisor and ranger.

In supervisor's advertised sales modifications by letter or waiver will be prepared with four carbons, and in larger sales with five carbons, the original being sent to the purchaser, one copy to the surety on the bond, and the others filed by the supervisor, the officer in charge of the sale, and, in district forester's or Forester's sales, the district forester. Other modifications will be prepared as above, but will be executed by the purchaser and approved by the proper officer in duplicate; the original will be filed with the original of the contract, the duplicate will be sent to the purchaser, and the other copies distributed as are copies of

waivers. If a copy of the proposed modification has been sent to the Forester for review, and its approval authorized, the district forester will inform him by letter of the dates and signatures of execution and approval.

Consent of sureties will be prepared in duplicate. The original will be filed with the original of the modification and contract. The duplicate will be filed with the supervisor's copy of the contract in district forester's sales, and, in supervisor's sales, may be destroyed after receipt of the properly executed original.

Evidence of authority of the person who signs either the application for modification or the consent of surety on behalf of a corporation will be obtained when necessary in the judgment of the forest officer having jurisdiction or when required by the instructions under "Execution and approval of agreements and bonds," pages 75 and 76.

In advertised sales, modifications of agreements and drafts of letters changing requirements of clauses in contracts when the clauses provide that this may be done will be submitted by or through the district forester to the district assistant to the solicitor for legal review before approval. Modifications by letter in unadvertised sales and waivers of time limits on Form 496 need not be submitted.

Modifications of agreements other than waivers of time limits must be formally approved before the date of expiration of the original agreement. This is also desirable although not necessary in the case of waivers. In formal modifications, the executed application and the consent of sureties will be approved on the same date.

Form of Modification.

The following form, varied as required by conditions, will be used in making all modifications that are not authorized to be made by letter or on Form 496:

Application for Modification of Agreement

(Case designation.)

-----, State of-----purchaser of timber in the above-designated case,-----
(I or we) (Name of applicant)
National Forest, request that section----of the agreement, signed in duplicate by-----, on the----day of-----, 19--, and approved
(Me or us)
by the-----on the----day of-----, 19--, be modified to read as
(Title of approving officer)
follows:

If this application is approved,-----do hereby agree to cut and remove said
(I or we)
timber in strict accordance with all and singular the terms and provisions of the aforesaid contract, except as herein modified.

¹----- further agree that if this application is approved a certain bond,
(I or we)
executed by ----- as principal, and ----- and -----, as suret--, at
(Me or us)

-----, -----, on the ---- day of -----, 19--, and approved by the
----- on the ---- day of -----, 19--, which was given to the
(Title of approving officer)

United States of America to insure faithful compliance with the terms of the aforesaid contract, shall bind ----- and said suret-- and ----- and
(My or our)

----- heirs, executors, administrators, successors, and assigns in the same
(Its or their)
manner as if said modification had been included in the original contract, to insure compliance with which said bond was given.

Signed in duplicate this ---- day of -----, 19--.

(Corporation seal, if corporation)

Witnesses:

Approved at ----- under the above conditions -----, 19--.

(Signature of approving officer)

(Title)

¹ Omit when bond has not been furnished.

The following form will be used for the consent of sureties:

Consent of Sureties

(Case designation.)

KNOW ALL MEN BY THESE PRESENTS, That whereas we, _____,
(Name of surety must be same as in bond)
of _____, _____, and _____, of _____, _____, are sureties on
(City) (State) (City) (State)
a certain bond in the sum of _____ dollars (\$____), dated at _____, _____, on
_____, _____, 19____, and given to the United States of America by _____,
(Name of purchaser)
of _____, *a corporation organized and existing under the laws of*
(Address of purchaser)
the State of _____, and having an office and principal place of business in _____,
_____, to insure faithful compliance with the terms of that certain timber-sale
contract signed in duplicate by _____ on the ____ day of _____, 19____,
(Name of purchaser)
and approved by _____ on the ____ day of _____, 19____; and
(Title of officer)

WHEREAS the said _____ has by an instrument in writing dated the
(Name of purchaser)
____ day of _____, 19____, made application to the _____
(Title of officer who will approve modification)
to have section ____ of said contract modified to read as set forth in said appli-
cation, and has promised and agreed, if said application is approved, to cut and
remove said timber in strict accordance with all and singular the terms and pro-
visions of the aforesaid contract as modified by the conditions set forth in said
application.

Now, therefore, we, the said _____ and _____ sureties as aforesaid, do hereby
join in said application, and agree that if the same is approved our bond shall
bind us, our heirs, executors, administrators, successors, and assigns, and each
and every one of us and them, jointly and severally, in the same manner as if
said modification had been included in the contract to insure compliance with
which our bond was given.

Dated at _____, _____, this _____ day of _____, 19____.
(Same date as execution of application)

(Corporate seal, if corporation.)

(Surety) [SEAL.]

(Surety) [SEAL.]

STATE OF _____ ss:
_____ County

On this _____ day of _____, 19____, before me, _____, a notary public
(Name of notary)
in and for _____, residing therein, duly sworn and acting under a commission
expiring _____, 19____, personally appeared _____, *known to me to be the*
(Name of surety)
_____ of the _____, *the corporation that executed the above*
(Title) (Name of surety company)
instrument, and known to me to be the person who executed the above instrument
in behalf of said corporation, and acknowledged to me that the said corporation
executed the above instrument voluntarily for the uses and purposes therein
specified.

(Notary public)
[Notarial seal.]

Approved at _____, _____, _____, 19____.
(City) (State) (Date)

(Signature of approving officer)

(Title)

N. B.—The *italicised words* in the form of consent of sureties will be stricken out when
executed by individuals and not by corporations.

Whenever an extension of time in the above form is desired, section 3 of the contract Form 202, with the changes proposed, will be inserted after the words "to read as follows." If the modification is conditioned upon an increase in price, the following should be added as part of the sentence following the modified clauses, "and further, to pay for all timber not cut during the time specified in said agreement at the rate of \$----- per ----- in advance payments as set forth in said agreement." (M feet b. m., etc.)

Transfer and Assignment of Sale Agreement.^a

No timber-sale contract can be transferred without the concurrence of the United States. Transfers and assignments of contracts will not be recognized as in any way affecting the obligations of purchasers, unless agreed to in writing by the officer approving the contract. (See printed clause relating to transfers and assignments on last page of Form 202, or standard clause 94.)

An assignment in trust as security, made in accordance with standard clause 94, does not in itself constitute a transfer to the trustee of the rights and obligations of the original purchaser under the sale agreement, nor does it authorize the trustee, when acting under such an assignment, to transfer the agreement to a purchaser under a foreclosure or trustee's sale, although such purchaser may be acceptable to the United States. Any actual transfer of the agreement to a trustee must be made in the same manner as any other transfer whenever the purchaser is to be released from his obligations under the sale agreement and the trustee is to simultaneously assume them as principal. The same applies to a purchaser under a sale by a trustee following default by the original timber purchaser. Prior to such transfer the trustee, so far as the Government is concerned, acts as agent for the purchaser. The transfer of a sale agreement by the person primarily liable thereunder will be approved if the transferee is acceptable to the United States in accordance with the contractual stipulations and the then-existing and applicable laws and regulations.

In small sales or sales with only small amounts remaining to be cut, the completion of the operation by some one other than the purchaser, acting as the purchaser's agent, may be permitted; but in all cases the service will hold the original purchaser responsible for the completion of the contract and liable for any damages which may be incurred.

The formal transfer of an uncompleted agreement may be made, in the absence of objections on account of monopoly or other reasons, with the approval of the officer who approved the sale originally, or by his successor, authorized deputy, or superior officer. The term "successor" in the preceding sentence includes an officer who, after the original sale was made, was delegated authority to sell the amount of timber covered by the sale involved. Nothing approaching speculation in national forest timber contracts must be allowed to develop. Whenever a transfer is proposed, the officer responsible for its approval will consider carefully whether any increases in prices or changes in the terms or conditions of the agreement should be made, as in the case of a request for a modification. Modifications of a simple character may be incorporated as stipulations in the form of acceptance. Otherwise it is preferable to cancel the original agreement upon application from the purchaser and to prepare a new agreement for execution by the new operator. (See "Cancellation of agreements.") The new contract should contain special clause 92 and its execution should precede the cancellation of the old agreement. Approval of the new agreement and cancellation of the old one should then be on the same date.

If the transfer should be approved without modification of the contract terms, an application for transfer executed by the original purchaser and an acceptance of the transfer similarly executed by the new purchaser, in substantially the following forms, will be sufficient:

(Sale designation.)

Application for Transfer of Timber-sale Agreement

_____, _____, of _____, _____, a corporation organized and
(I or we) (Name of applicant) (State)
existing under the laws of the State of _____, purchaser of timber in the above-
designated sale, hereby request that that certain agreement for the purchase of
timber on _____, _____ National Forest, executed by _____
(Name of watershed or unit) (Me or us)
on the ____ day of _____, 19____, and approved by the _____ on
(Title of approving officer)
the ____ day of _____, 19____, be transferred to _____ of _____,
(Name of transferee)
_____, with all rights and obligations attaching thereto, and that upon approval
(State)
by the _____ of this application we be relieved from all respon-
(Title of approving officer)
sibility and liability under said agreement; and we further request that any
balance on deposit with the United States to _____ credit in connection
(My or our)
with said agreement be transferred to the credit of _____.
(Name of transferee)

Signed in duplicate this ____ day of _____, 19____.

(Signature of applicant)

Witnesses:

Acceptance of Transfer of Timber-sale Agreement

-----, -----, of -----, -----, a corporation organized and
(I or we) (Name of transferee) (State)
existing under the laws of the State of -----,¹ having read the foregoing applica-
tion of ----- for the transfer of that certain timber sale agreement
(Name of applicant)
therein identified, a copy of which is hereto attached and made a part hereof,
do hereby accept all obligations and requirements of said timber-sale agreement,
and do hereby bind ----- heirs, executors, administrators,
(Myself or ourselves) (My or our)
successors, and assigns, in the same manner as if ----- were the original
(I or we)
signer of said agreement.

And as a further guarantee of the performance of this agreement and the
obligations thereunder ----- deliver herewith a bond in the sum of \$-----
(I or we)

Signed in duplicate this ---- day of -----, 19---

(Signature of transferee)

Witnesses:

Application and acceptance approved at ----- under the above conditions
this ---- day of -----, 19---

(Title of approving officer)

In all district forester's and Forester's sales, the form and execution of the
application and of the acceptance will be approved by the assistant to the
solicitor.

ADMINISTRATION OF SALES

REG. S-16. No live tree shall be cut under any timber-sale contract or
permit until marked or otherwise designated for cutting by a forest officer.

The volume of national forest timber in a sale may be determined by scaling,
measuring or counting the logs or other products, or by measuring the trees before
cutting. If the contract provides for the determination of volume by tree meas-
urement and the timber has been paid for, the stamping of the tree authorizes
cutting and removal. Otherwise no timber cut under any contract shall be
removed from the place designated until it has been scaled, measured or counted
and stamped by a forest officer, unless such removal is specifically authorized in
the agreement.

No person except a forest officer shall stamp any timber belonging to the United
States upon a national forest with the official marking ax or any instrument hav-
ing a similar design.

The cubic volume rules and the Scribner Decimal C log rule, both as used by
the Forest Service, are the official rules for scaling national forest timber.

GENERAL REQUIREMENTS

Objects.

The most important object in timber-sale administration is to leave the ground
in good condition for future growth. This involves the skillful marking of the
timber to be cut, the prevention of fires or other causes of damage to the timber
or reproduction during logging, and the disposal of the slash and usually of the
snags as an aid in fire control both during and after the logging. Other impor-
tant objects are to secure utilization as complete as local market conditions war-
rant, to determine the volume cut, and to meet promptly the reasonable and
practical requirements of the purchaser with a minimum cost to the service.

Competent Administrator Necessary.

Unless these objects can be accomplished sales should not be made. It is the
policy of the service not to make timber sales or to assume the burden of larger
sales business in advance of ability to get good results in the conduct of cutting
operations. As a guide in considering whether additional timber business should
be undertaken, the responsible officer, before committing the service to the sale,
must know that a competent, trained man will be available to administer it. If

¹ Omit words in italics if not a corporation.

cutting is to begin promptly, the specific man should be known. If a year or more will elapse between the award and the beginning of cutting, there must be a definite plan for training the necessary administrator for the specific job ahead, either on the new sale or to replace an experienced man who may be taken from a going sale and placed on the new one.

Instructions to Officers in Charge.

Officers in charge of all important sales should be furnished written instructions by the forest supervisor covering all important points to be observed in the enforcement of the contract. They will establish the administration of the sale and govern all forest officers who may be assigned to it from time to time. Their purpose is to make the handling of the sale as uniform and consistent as possible.

The sale instructions should include any agreements or understandings reached with the purchaser, in the course of negotiations, regarding the interpretation or local application of particular contract clauses. They should cover methods of marking and the application of the methods followed in the sample marking to the balance of the sale area. They should also cover the application of the clauses dealing with slash disposal to various parts of the sale area, utilization requirements, and any other features of administration which it is desirable to reduce to written form to insure consistent handling of the sale by any officers subsequently placed in charge of it.

For every project sale, and for other sales where desirable in the judgment of the supervisor, the instructions will contain, as a supplement to the main fire plan for the forest, a plan which correlates the fire-control duties of the Forest Service employees and the purchaser. This plan will include: (1) The action expected of the purchaser in case of fire and for which he is responsible under section 17 of the contract Form 202 or under other sections of the contract, and (2) a clear correlation of the duties, responsibilities and authority of the purchaser, the forest officers on the sale, and the district ranger if a fire occurs. This plan should be drawn in consultation with the purchaser and a copy furnished him.

A large-scale map of the sale area on which such data as the location of fire lines, boundaries of merchantable timber, areas where different methods of cutting or slash disposal are to be followed, etc., are shown graphically should form part of the instructions.

The aim will be to make the sale instructions a complete plan of administration, though in very concise form and containing only material of practical value to the administrative officers on the ground. If substantial changes are necessary, revision of the instructions should be made rather than amendment by separate letter. The instructions must not be regarded as perfunctory and must be written with reference to the particular sale on which they will be used.

To guard against mistakes and omissions of important points or of understanding with purchasers during negotiations, copies of the instructions and of revisions in district forester's and Forester's sales will be sent to the district forester for review.

Supervision and Inspection.

In all sales thorough inspection by the officer in charge is necessary to determine whether there has been full compliance with the conditions of the agreement, to secure payment for any material wasted or cut in violation of the agreement, and to assure the completion of slash disposal or of other required work. The minimum for small, unadvertised sales is one such inspection before the purchaser is permitted to remove or use all the timber. Standards of minimum frequency of inspection for larger sales by supervisors and members of supervisors' staffs will be established by district foresters.

Actual participation in all woods work where possible and at least frequent personal supervision by supervisors, deputy supervisors, and forest examiners is essential. Close supervision by the officer in charge is necessary that the purchaser may know from the outset exactly what will be required of him and that his expenses may not be increased by changes in requirements.

So far as practicable, the supervision of officers on the national forest will be supplemented by systematic inspection by members of the district office. This should cover not only compliance with the terms of the contract, but also broader questions, such as the desirability of the sale, the conditions under which it was made, and any features of sale policy, requirements, or administration which may be improved on the forest as a whole.

A systematic record will be made of the conditions found on sale areas and the action taken or initiated by superior officers or inspectors.

Order of Cutting.

In all cases where provided by contract and in other sales where advisable the officer in charge should agree in advance with the purchaser upon a division of the sale area into logging units and the order in which they will be cut. So far as practicable, each year's cut should cover average conditions for the sale area and each unit should be completed before logging on another is begun. As soon as the work on any unit is completed in accordance with the requirements of the contract it will be accepted in writing. The objects of this plan are to secure systematic operation, prevent delay in fulfilling all contract requirements on the areas cut over, and inform purchasers definitely in a manner binding upon the Forest Service as soon as each logging unit is in satisfactory condition. (See sec. 9, Form 202, and "Logging restrictions and requirements," p. 41.)

Printed Contract Requirements.

It is often of material assistance in sale administration to have the more common utilization and protection requirements of the contract printed in simple form for distribution among employees of the purchaser. Purchasers are often willing to adopt this plan when called to their attention.

Dealing with Subordinates.

Questions concerning logging methods, compliance with the contract, etc., will ordinarily be taken up with the purchaser or his superintendent rather than with subordinate employees. (See First sec. p. 9, Form 202.)

When Cutting May Begin.

Cutting must not begin in any sale until the contract has been executed, or an emergency sale agreement executed and approved, the timber designated, necessary deposits made, and the forest officer in charge furnished with a copy of the contract. In unadvertised sales it must also be definitely known that the contract is or will be approved. In advertised sales, if other requirements are satisfied, cutting may follow execution of the agreement and need not wait its formal approval.

Removal.

The word "removed," as used in sale contracts and the closing of cases, means that the timber is so placed, whether on or off the cutting area, that it or its further handling or removal will not interfere with the administration of the forest, require the attention of a forest officer, injure any forest growth, or be a fire menace.

Official Stamp for United States Timber Only.*

Forest officers will not use nor permit the use of official stamping tools, such as the marking hatchet, in marking or in scaling any timber not owned by the United States. In cooperative work on private lands, another design must be used in any stamping of trees or logs.

MARKING

Purposes and Policies.

It is through marking that the Forest Service accomplishes its basic object of keeping the land growing timber. (See p. 3-S.) The most important thing in marking is to leave the right trees for growth, seed production, or both. The utilization of the present crop, by taking out the trees without promise of satisfactory growth, is important, but is secondary to future production wherever the two purposes conflict.

It is the policy of the Forest Service:

1. To mark for a second cut from thrifty trees already established, whenever the forest type permits. This means the retention of enough trees for a second cutting normally in from 30 to 60 years, or in a shorter or longer period with very rapid-growing or very slow-growing timber.

* Amdt. No. 240, effective Jan. 1, 1930.

2. To retain trees of seed-bearing size and condition on all sales, even if advance reproduction is present in satisfactory numbers.

3. To mark the trees to be cut, instead of the trees to be left, in all partial cuttings. Only where the type and condition of the forest require clean cutting of all merchantable timber except the seed trees will it be standard practice to mark or tag the trees to be left. In mixtures, where it is desirable to cut all the merchantable trees of one or more species and to retain for a second cutting the thrifty trees of other species, all of the former may be designated for cutting, but trees of the latter species will be marked.

4. To mark for cutting, unless better seed trees are not available, the over-mature, damaged, thin-crowned, diseased, insect-infested, and misshaped trees, merchantable under the terms of the contract, whether desired by the purchaser or not.

Responsibility for and Instruction in Marking.

The responsibility for the future growth of timber on a sale area rests primarily on the officer who marks the present crop for cutting. To aid him, marking rules for the important forest types will be issued by each regional forester and revised as often as research work and the tests of actual use call for changes; the instructions from the supervisor for the administration of each large sale will explain or emphasize any points in these marking rules of importance in the particular sale; and the terms of the contract specify certain limitations by which he must be guided. Within these instructions and limitations, however, there is always room for the exercise of personal judgment, skill, and desire to have that sale area express the object of the Forest Service to grow timber on the land in its charge. The following of the marking rules and other written instructions will prevent the worst mistakes, but those instructions can not cover all the varying conditions which confront the marker on each acre, and to which he must apply the principles and limitations furnished for his guidance.

Every man who has marking work to do must be trained in marking and must realize that it is the keystone of timber work. It is the responsibility of the supervisor to give to each man with timber work to do the opportunity to get that training and the right idea of the importance of skillful marking. Participation in marking in current sales by the supervisor and by his most competent assistants, and by members of the district and Washington offices as opportunity occurs, is one excellent means of giving this training and one which should be systematically employed. The critical study of the results of past markings is always helpful. In all instruction and study of marking, the underlying principles of the local silvicultural practice should be emphasized, to aid in meeting the different problems that constantly arise in marking.

Every advantage should be taken in marking of the services of men of technical training; but no men without timber-sale experience will be placed in charge of important marking work.

On all forests having considerable sales work the aim will be:

1. To establish definite standards of satisfactory marking, checked and approved by the regional forester or his authorized assistant.

2. To train a sufficient number of officers in marking in accordance with such standards, under experienced direction.

3. To assign men to mark timber independently only after they have shown, by actual marking with experienced officers, thorough understanding of the methods and standards established for the forest.

The regional foresters will see to it that marking practice and personnel are developed in these ways on all important timber-sale forests.

Marking Demonstrations.

The system of marking which will be followed in a sale, especially one to a new operator under national forest sale agreements, should be demonstrated on the ground before the sale is made. Applicants or possible bidders should be invited and the successful bidder, if a new operator in national forest timber,

required to inspect this marking. It is important that, through the examination of this demonstration, purchasers understand that the silvicultural needs of the forest must take precedence over their natural desire to get all the merchantable timber on the area, and that the timber has been appraised with full allowance for any extra cost of logging due to the refusal to mark all merchantable trees.

If satisfactory marking has been done on a sale, demonstration marking on a new sale to the same purchaser may, in the discretion of the supervisor, be omitted, and the purchaser informed that the same system will be continued. In any event, however, the purchaser must have explained clearly to him just what the marking section of his contract means. (See "Explanation of contract requirements must be given users," p. 6.)

Methods of Marking.

The standard Forest Service mark is a blaze on the lower side of the stump with the letters "U S" stamped on the blaze. This mark is at once a direction to the purchaser to cut the tree and his authority for doing so. With thick-barked trees, chopping to the wood involves time and expense, and if the stamp will remain clearly visible for a year after cutting, the blaze may be made in the bark only.

If snow may conceal the stump blaze, the tree should also be blazed at breast height and, as a rule, stamped to prevent confusion with other blazes. Upper blazes may also be put on timber as a convenience in marking or as an aid to fallers in distinguishing marked from unmarked trees.

Marking Dead Trees.

If the contract provides for the falling of all dead trees, it is unnecessary to mark them unless the operator is allowed to fall unmerchantable trees by a separate crew after the logs are removed, in which case all dead trees merchantable under the terms of the contract should be marked with the live timber.

Designating Timber for Cutting.

Timber may be designated for cutting by a letter to the purchaser:

1. If the sale includes only dead timber.
2. If all merchantable timber or all the merchantable trees of certain species are to be cut, and the boundaries of the areas to be so cut are clearly defined by streams, divides, or other unmistakable natural limits or by blazed lines.
3. In other cases, with the consent of the officer approving the sale, if substantially no better results in the condition of the area after cutting could be secured by marking.

If live timber is designated for cutting, seed trees or any others which should be reserved will be plainly marked by blazing and stamping, or, where conditions make it possible to secure satisfactory results, by tagging the trees with signs inscribed "Do not cut this tree" or similar wording, or by marking with paint.

Check Marking.

It is advisable for a forest officer familiar with the original marking to check the marking before the sawyers leave a logging unit, in order to mark additional trees which were overlooked. Similar checks are desirable just before the sawyers reach a logging unit, to mark additional timber or cancel the marks on trees which should be left.

Timber Reserved for Scenic Purposes.

Along prominent roads, on the borders of lakes, and at other points frequented by the public, sufficient timber should be retained in marking to preserve the scenic beauty of the forest.

Witness Trees.

Witness trees must never be marked or otherwise designated for cutting.

Time of Marking.

Timber should be marked when it can be done most economically, but it is seldom advisable to have marking done more than a year before cutting. Marking should be done far enough in advance so that an operator can plan the details of his work effectively, under the plan of logging which has been approved by supervisor or by the officer in charge, but sometimes it is desirable and practicable not to mark more timber than is covered by the deposits to date.

A Few Basic Considerations in Marking.

In no case should timber be marked outside of the sale area as defined in the contract. In sales by amount only sufficient timber to yield that amount will be marked. In all marking or designating for cutting no groups of mature trees not required for silvicultural or scenic reasons will be left unless they are so distant from other timber that the purchaser can not reasonably be required to log them. The cut-over area should be studied constantly to avoid repeating mistakes. In case of doubt, decide in favor of the future growth; this means leaving the tree if the doubt is whether it is needed, and marking the tree if plainly defective and the doubt is of its merchantability.

SCALING AND MEASURING SALE PRODUCTS

Purposes and Significance.

It is the policy of the Forest Service to determine the amount of timber cut by a purchaser and to secure payment on the basis of the volume so determined. National forest timber is never sold by the lot, with the accompanying element of speculation as to whether the estimate of volume is too low or too high. When scaling or measuring timber a forest officer is determining the amount of Government property passing into private ownership and the amount of revenue from the sale of that property. It is his responsibility, as an agent of the Government, to determine these amounts fairly and accurately. Detailed instructions in regard to allowances for defects in scaling are given in "Instructions for the scaling and measurement of national forest timber."

Scaling is delivery of the material purchased, and the stamp is evidence that title to the timber, previously paid for, has passed to the purchaser. The removal

or use of unstamped timber is a breach of the contract. This will be explained to purchasers.

Customary Commercial Units Used.

National forest timber is appraised, sold, and measured by the customary commercial units for the product involved. As a standard practice, saw timber will be scaled by the thousand feet log scale, railroad ties by the piece of stated minimum size, mining timbers by the piece or linear foot, telephone poles by the linear foot or by the piece of stated length, piling by the linear foot, pulpwood by the solid cubic foot or cord, and fuel wood, shingle bolts, and similar material by the cord. Other units may be used when better adapted to local trade customs.

It is the policy of the Forest Service to sell timber on the basis of the form in which the material leaves the woods and not on the basis of the amount of finished product which may be manufactured from it. For example, saw timber will not be sold except on the basis of log scale, and requests that the volume be determined by the amount of lumber sawed out by the purchaser will be refused, except under very rare conditions, such as a sale of tie timber in which most ties will be hewed and there is no probability of a market for any side lumber made in sawing ties from the parts of trees too large for hewing. Under such exceptional conditions, sawed ties may be counted. (See special clause 23.) Products such as telephone poles, hewn ties, and fence posts are ordinarily finished for the market at the stump, and are therefore usually measured or counted in their final form.

Scale Rule.¹¹⁴

The Scribner Decimal C log rule will be used uniformly for scaling all saw timber except that sold by the cubic foot. It is also used in preparing volume tables for estimating national forest timber by the board foot. Except as noted below, logs over 16 feet in length will be scaled as two or more logs, so far as practicable in lengths of not less than 12 feet.

(a) On the Black Hills and Harney National Forests 17 and 18 foot mining timbers may be scaled as one log.

(b) On national forests in regions where it is the practice to manufacture railroad ties 8½ feet long, logs of species cut primarily for ties will be scaled as one log if 17 feet long.

(c) On national forests in Alaska and west of the summit of the Cascade Mountains in Washington and Oregon, logs up to and including 40 feet in length may be scaled as one log, but this does not apply to sales involving chiefly timber which will be marketed in competition with lumber of the same species from sales outside the region, such as sales of western yellow pine in southwest Oregon.

Overrun.

Purchasers should be informed that the Forest Service makes no assurances whatever as to the amount of overrun. National forest timber will be scaled in accordance with the instructions for scaling, without modification because of the equipment or sawing practice of any particular purchaser, the favorable or unfavorable market for low-grade lumber or dimension stock available to him, or other factors which may influence the amount of overrun or even prevent the sawing out of the amount scaled. So far as these are matters of regional application, they are considered in the appraisal, and the scaling practice should be uniform.

Economy in Scaling.

In order to permit scaling or measurement to be done at reasonable cost, purchasers may be required to hold logs or other material for scaling, measurement, or count. This requirement should be covered by a specific clause in the contract and should be fully discussed with the purchaser before the contract is executed. (See special clauses 26 to 32.) The times and places of scaling should be adapted to the operating methods of the purchaser so far as is practicable. An agreement on the basis of reasonable frequency of scaling and a small increase, if any, in the cost of logging, for which allowance should be made in the appraisal, is almost always possible. Similarly, agreement as to the place of scaling in large scales should be reached on a common-sense basis, giving the scaler sufficient time to do his work during reasonable hours and without unusual personal danger.

When necessary, the purchaser will be required to mark the top ends of logs, to keep separate, until scaled, logs from national forest land and from land in other ownership, and to construct piles or skidways so as to permit economical scaling.

If a purchaser desires scaling more frequently than it is the standard practice of the Forest Service to provide in view of the proposed rate of cutting, a deposit in the cooperative work fund may be accepted to offset the extra cost of such work. This cooperation will not be required as a condition of sale in any case, but may be accepted in cases where a saving to both the United States and to the purchaser will result, as when an operator wishes to run a small camp with daily shipments and the employment of a full-time Government scaler will not be justified by the output. Cooperative deposits of this sort will not be considered as operating costs in appraisals, which will, however, allow for any costs incident to holding logs for scaling under the local frequency standards.

Regional foresters will issue instructions designed to secure economy in scaling with fairness to purchasers under the conditions prevailing in their respective regions.

Tree Measurement.^a

Where conditions permit, national forest timber may be sold on the basis of the determination of the volume in the trees before cutting. (See "Classification of sales by form of contract," p. 79.) Instructions covering the details of making such sales will be issued by regional foresters to meet the local conditions. Except under circumstances which these instructions indicate as making the use of the tree measurement procedure inadvisable, it is expected that all forest officers will take advantage of the opportunity to gain elasticity in the use of their time, and the actual savings of time often possible, by using this procedure for ordinary small sawtimber sales, and for sales of other products if the availability of volume tables and the other attendant conditions warrant.

Regional foresters will include in their instructions a list of the volume tables approved for use in sales by tree measurement, and when necessary will indicate, by national forests or otherwise, the limits within which each may be so used. They will also state the conditions, such as too much defect or too tall timber for accurate height determination by forest officers without exceptional experience, under which the procedure should not be attempted at present.

Under this procedure, the forest officer is dealing with the tree as the unit to be measured instead of the log. Each marked tree will be numbered and its volume recorded opposite that number in the record book. Skill in determining the merchantable lengths or total heights of standing trees must be developed by checking on felled trees just as skill in determining log lengths is developed in scaling. The method is obviously less applicable to extremely tall timber

^a Amdt. No. 241, effective May 1, 1930.

(6 log sugar pine, for example) than to timber averaging two or three logs to the tree, because the chance for serious error is much greater. An error in measuring or recording a tree diameter is more important and therefore less excusable than for a log top diameter in scaling, and high standards of accuracy must be met when checks are made, during inspections, on these direct measurements.

In determining volume by tree measurement, defect may be estimated conservatively at the time the trees are marked, on the basis of the indications of defect in the individual trees supplemented by knowledge of the amount of defect usually found in similar timber in the vicinity. The percentage of defect in nearby scaled sales is often a good indication of the allowance which should be made. This method can usually be followed in small sales, if any allowance for defect is necessary. In sales of medium or large size, if the uncertainties in regard to the amount of defect make the foregoing method inapplicable, the amount of the sale as determined by the measurements and the use of volume tables may be used in the advertisement, and payment for it required. The percentage of defect may then be determined by scaling all logs on a representative portion of the sale area, this percentage applied to the gross volume indicated by the use of the volume table, and a credit, refund, or transfer of any excess payment made.

Tree measurement relieves the officer in charge of the need to visit the sale on fixed dates to scale logs. It will not be used to reduce the amount or frequency of inspections of the sale area, and in many cases more supervision, rather than less, must be given the sale. By combining the processes of marking and scaling, however, it may enable the officer to do both out of the season of peak load, and to make his inspections of the sale during its progress with less interference with other urgent work than if he had to scale logged timber at fixed intervals. Usually, the time spent in marking and measuring the trees is less than the total time used in marking and subsequently in scaling the logs.

So far as practicable, full advance payment will be secured if tree measurement is used. If payment is made in installments, great care is necessary to prevent cutting in excess of the deposits.

In large sales by tree measurement, the record of volume should be kept separate by relatively small subdivisions, such as a 40 or a well-defined minor drainage, in order that checks may be made from time to time by scaling the logs from such areas in addition to the checks on standing numbered trees. In such sales, it is sometimes necessary to scale logs cut in clearing for railroad rights of way or for other improvements not definitely located until after the timber has been marked and measured.

Tree Measurement.

Where conditions permit, national forest timber may be sold on the basis of the determination of the volume in the trees before cutting. This requires the measurement of the diameter of each tree at the time it is marked or designated for cutting, the estimate of its merchantable length or total height, checked by frequent measurements with a height measure and by measuring down trees, and the determination of its merchantable volume from previously approved volume tables. For the present, such sales will be made only as they may be authorized by general or special instructions which will be issued by district foresters. (See "Classification of sales by form of contract," p. 79.)

Tree measurement is a desirable means of determining volume—

1. If defect is not important.
2. If accurate volume tables are available.
3. If experienced men do the marking, measuring, and estimating; and
4. If better distribution of the time of the forest officer in charge is made possible, or, as is more rarely the case, a saving of time is effected.

Tree measurements will not be employed so as to reduce the frequency of the inspection of the sale area. By combining the processes of marking and scaling, however, it may enable the officer in charge to do both at times when other work is not urgent, as before the fire season, and to make his inspections of the sale during its progress with less interference with other urgent work than if he had to go to the sale at fixed intervals to scale logged timber.

In determining volume by tree measurement, defect may be estimated conservatively at the time the trees are marked, on the basis of the indications of defect in the individual trees supplemented by knowledge of the amount of defect usually found in similar timber in the vicinity. This method can usually be followed in small sales, if any allowance for defect is necessary. In sales of medium size, if the uncertainties in regard to the amount of defect make the foregoing method inapplicable, the amount of the sale as determined by the measurements and the use of volume tables may be used in the advertisements, and payment for it required, but the volume of the cull logs may be determined by scaling them on all or a representative portion (in no case less than 25 per cent) of the sale area, the gross volume of the cull logs deducted from that previously determined, and a refund or transfer of the excess payment made.

So far as practicable, full advance payment will be secured if tree measurement is used. If payment is made in installments, great care is necessary to prevent cutting in excess of the deposits.

Scaling in Connection with Contract Violations.

In order to cover fully the more or less intangible damage to the United States from cutting contrary to the terms of the agreement and from failure to utilize timber closely, the contract Form 202 provides in section 10 for liquidated (predetermined) damages. The enforcement of this section is necessary except in accidental or exceptional cases involving small amounts of material. Double stumpage is used as the measure of damage for trees which are cut, although unmarked or otherwise designated as not to be felled or injured, and for trees marked or designated for cutting which are not felled. This is because a silvicultural injury has been sustained by the United States in both cases. It is not a right of the purchaser to violate his contract in these ways on the payment of double stumpage but rather an agreement that, if such violations do not justify more stringent action, damages will be paid on the basis stipulated.

Merchantable material from marked or designated trees cut and left in the woods or wasted may, under the terms of section 10, be charged for at the contract rates for such material. Here, again, it is not a right of the purchaser to violate his contract on the payment of damages at the rate stipulated, and serious or continued violations require additional action. (See "Enforcement of contracts," p. 101.) Whenever material waste occurs, the purchaser will be notified and his attention called to the utilization requirements of his contract. If waste continues, or if material the utilization of which is practicable is not removed from the area where it was previously left, the wasted material should be scaled, numbered and stamped, and reported to the supervisor. (See "Penalty scale reports," p. 98.) Such material should be scaled as promptly as practicable and in any case immediately after the completion of logging operations on any logging unit.

Merchantable material wasted or left in the woods will be scaled as if presented for scaling, except that if the waste is in stumps, tops, or around breaks, the minimum length of a merchantable log will not apply. Trees cut contrary to the marking will be scaled if on the ground and charged for at double stumpage rates, but if the logs have been removed and scaled, the volume will be estimated

from the diameter of the stump, and, if it can be identified, the diameter of and distance to the top, and charged for again in the penalty scale at the regular stumpage rate. Marked trees left uncut will be estimated as described under "Tree measurement," and on the report of the penalty scale will be valued at double the regular stumpage rate.

Under some conditions, by special provision in the contract, unnecessary waste in stumps may be paid for at a specified rate per stump. In such cases, a count of the stumps cut in violation of the contract conditions will be made and the entry on the penalty scale report will be substantially "—— high stumps at —— cents each, \$——." (See also under "Logging restrictions and requirements," p. 42.)

Numbering Logs.

As a standard practice, every log scaled will be numbered with crayon, even though it will be sawed immediately or rolled into water, and the scale of the log recorded opposite this number in the scale book. Numbering is necessary for check scaling and prevents inaccuracies in scaling from missing logs and from scaling logs twice. The requirement for it may be waived by the supervisor in writing, as part of the instructions to the officer in charge of the sale, in very unusual cases in which there is a conclusive showing that numbering will serve no useful purpose and a material saving in the cost of administering the sale will result.

Check Scaling.

It is the policy of the Forest Service to secure accuracy, efficiency, and uniformity of practice in scaling by giving instruction to its employees who do scaling. The instruction will be in accordance with the "Instructions for the scaling and measurement of national-forest timber." So far as practicable, a check scale should be made at least once a year on every sale with a yearly cut of 1,000,000 feet or more, and every employee doing scaling should have his work checked at least that often.

Logging engineers and lumbermen will be assigned to check scaling by the district forester as proves feasible. They will supplement the instructions given by supervisors and other qualified local officers and secure uniformity of practice among forests.

The findings of check scalers will be reported to supervisors, and, in district forester's and Forester's sales and, in cases of complaint, to the district forester.

Instructions concerning check scaling are given in "Instructions for the scaling and measurement of national forest timber."

Settlement of Complaints.

Complaints should be settled by a check scale. If the results of the first check are questioned upon apparently good grounds, a second check should be made by another scaler. It is the policy of the Forest Service to ascertain the justice of complaints by a rescale conducted by a more competent and experienced man, not by lumber tallies or mill checks. Complaints will be settled by mill checks only in extreme and exceptional cases where required by the defective character of the logs or other special local conditions.

If a check scale indicates that a serious injustice has been done the purchaser by errors in scaling, the scale to date may be adjusted by rescaling all the logs, if available, or, if this can not be done, by the district forester on the basis of the errors shown by the check scale. Decision whether to make an adjustment will be based not only on the percentage of error as shown by the check scale of a necessarily limited number of logs, but also on the character of errors which the check scaler finds have been made. For example, a consistent mistake in determining species sold at different rates may require an adjustment even if the volume of all material check scaled is within a small percentage of the volume as originally scaled.

Mill Scale Studies.

Mill scale studies should be made to obtain accurate data on lumber yields and overrun by grades, for use in stumpage appraisals. Wherever practicable, especially in the case of defective timber, logs should be followed through the mill by the scaler to see how they "open up," in order to train his judgment in allowing for defects and other features of scaling. But it is the policy of the Forest Service to use check scaling in investigating complaints and not to make mill scale studies at a purchaser's mill for this purpose.

Importance.

Slash disposal is an essential part of the job of keeping sale areas growing timber. (See "The disposal of slash," p. 12.) The escape of fire during brush burning or the leaving of a fire trap may render useless the work of marking and the care taken in logging. It is the responsibility of the officer in charge of each sale to have the requirements of the contract regarding slash and snags fulfilled at all times. Since the period of greatest fire risk is usually the first dry season after cutting, brush disposal and snag felling must be kept up to date, whether they are done by the operator or by the service using funds deposited by the operator in the cooperative work fund.

Brush Burning.

Burning brush requires judgment, coolness, and common sense on the part of the forest officer in charge. The standard form of contract for types where brush burning is necessary gives the forest officer authority to secure labor from the purchaser, and this authority should be used firmly but reasonably to take advantage of favorable weather conditions. If the brush is to be burned by the service at the operator's expense, the necessary arrangements for labor and supplies should be made well in advance, and the work pushed whenever the weather makes it safe.

Saving Reproduction.

Brush piles should be placed so that they can be burned without injury to standing trees or to reproduction. The only exception is where the destruction of valueless species is a desirable silvicultural measure, and special instructions will be issued by district foresters applicable to these rare cases. Ordinarily, care in placing brush piles will enable the burning of all of them. If, however, even with the care in placing piles, damage would result from burning them all, single piles or groups of piles which can not be burned without damage to reproduction should be left unburned. In extreme cases this may result in as many as 25 per cent of the brush piles being left, but the fire risk of the sale area will have been materially reduced. The burning of the slash must not delay the growing of another full crop on the sale area.

District Forester's Annual Summary.

The district forester may require each supervisor to report, at the end of each season, the amount or area of slash which has not been burned or otherwise disposed of as required by the contracts, and the area on which the snag-felling requirements of contracts have not been fulfilled.

District Forester's Instructions.

Each district forester will issue general instructions in regard to brush disposal and snag felling for the important forest types in his district, and will establish standards of promptness in doing these jobs after logging, and of forms and methods of slash disposal. The instructions to the officer in charge of a sale (see p. 90) will set higher standards if the conditions on that sale make them practicable. A minimum standard for snag felling is that the work must have been completed on the cut-over area at the beginning of the fire season.

RECORDS AND REPORTS**Scale Books.**

The scale of logs or other material will be entered by scalers directly into the scale book, Forms 231, 285, 651, or 648, in all advertised sales and in smaller sales when advisable, and ordinarily on Form 874-27 in unadvertised sales. Scale records will not be entered in other notebooks or on loose slips of paper to be transferred to scale books later, except under exceptional conditions where the cost of scaling would otherwise be materially increased or the purchaser seriously inconvenienced. Temporary scale records must be transferred to the regular scale book as soon as practicable and the temporary record fastened permanently to the page of the scale book on which the entries are made. The original scale books will be kept in supervisors' offices in all advertised sales, and in the ranger's office in unadvertised sales.

Separate scale books will be kept in large sales for material covered by penalty scale, and a separate record in small sales.

Check of Scale Books.

All additions in scale books will be checked either in the supervisor's or district office, as the district forester may direct. If errors are found, the necessary corrections will be entered on a revised Form 820, supplementing the last scale report of record in the sale.

Cutting Reports.

The forest officer in charge will notify the supervisor when cutting begins on any supervisor's or larger sale. The scale in all such sales will be reported to the supervisor on Form 820 or Form 820a and a duplicate retained in the ranger's files; and the cutting reports will be submitted while work is in progress, covering periods of one, two, three, or four weeks, as may be required by the supervisor, but ordinarily ending on Saturday. On forests where a number of sales are in operation dates may be set upon which all cutting reports shall be submitted. So far as practicable, the wishes and needs of purchasers should be met in fixing dates for the submission of reports.

In ranger's sales only the final report need be submitted to the supervisor, usually on Form 202c.

Penalty Scale Reports.

Reports of penalty scale should be made separately from those of the regular scale, preferably by using a properly labeled set of spaces below those giving the regular scale, on the face of Form 820 or Form 820a. If a penalty scale has been made previously but there is none for the period covered by a new cutting report it will be sufficient to carry forward only the totals of the previous penalty scales, combining all species, and thus only one space on Form 820 will be needed. The circumstances of the penalty scale should be fully explained under "Remarks" or by separate letter to the supervisor, for periods during which a penalty scale has been made.

Check and Record of Cutting Reports.

As cutting reports are received they will be compared with the timber-sales record card for errors in entries brought forward from the last report and for the correctness of the rates. All calculations will be checked and the information regarding the progress of the sale scrutinized. The date of the report, quantity of each class of material cut, reduced to feet board measure by approved converting factors, and total value of material cut since the last report and to date will be entered on the record card. The total value of the cut to date will be compared with the total deposits to prevent cutting in excess of payments.

Scale Records for Purchasers.

Upon request, copies or abstracts of cutting reports will be furnished purchasers after approval by the supervisor. If copies of Form 820 are sent, the entries on the back will be omitted. The scale record may, in the discretion of the officer in charge or of the supervisor, be opened to the purchaser at any time, or the scale of individual logs furnished him, but complaints based on the scale of individual logs should ordinarily be handled by a check scale of at least 100 logs.

Reports of the cut by subdivisions of a sale area, such as the output of various subcontractors, will not ordinarily be furnished purchasers, but this may be done with the approval of the supervisor if no sacrifice of time that could be used to advantage is involved and if no interference with other duties will result. In no case will the scale of individual logs be copied on forms or in books furnished by the purchaser as is sometimes requested in order to figure the scale by another scale rule.

Report of Timber Cut and Sold.

Reports on Form 949 will be sent to the district forester by the supervisor monthly or quarterly as may be required by the district forester. This report will be mailed not later than the 5th of the succeeding month, even if no timber has been cut or sold during the month or quarter covered by the report. It will be compiled from all Forms 615, 202c, and 202d, which will not be placed in the closed records until after the preparation of this report. All timber for which payment is made, whether cut in sales, administrative use, or settlements, or scaled under the provisions for penalty scale, will be included. The date of approval of the agreement or stipulation will be taken in each case as the date of sale, even though an emergency sale may have been allowed, and the date of receipt of each cutting report will be taken as the date of cutting. All data will be checked before the report is forwarded. Green and dead timber need not be reported separately unless required by the district forester.

The amount and value of the timber cut and sold, respectively, in sales at cost will be reported separately. The amount cut in exchange cuttings will also be reported separately.

The report should include a statement of the amount of timber previously reported as sold which will not be cut, owing to expirations, cancellations, or modifications of contracts during the period covered by the report if the total exceeds 500,000 board feet or its equivalent. Timber resold immediately after the expiration or cancellation of a contract (see first paragraph under "When of advantage to the United States or not prejudicial to its interest," p. 104) will not be so reported nor will it be reported as timber sold.

It will not be necessary to include in this statement the "overcut" or "undercut" in sales which were completed during the quarter.

District Forester's Quarterly Report.

As soon as practicable after the first of each quarter the district forester will report to the Forester the amount and value of timber cut and sold separately during the preceding quarter on each forest in the district. Separate tabulation for sales at cost and exchange cuttings should be included. The report should also include a statement of the amount of timber previously reported as sold which will not be cut, owing to expirations, cancellations, or modifications of contracts during the quarter, as reported by supervisors.

Report on Miscellaneous Products.

Sales of miscellaneous forest products not convertible into board feet, such as Christmas trees, naval stores, tan bark, seedlings, etc., should be reported in a footnote to the quarterly and annual reports of timber cut and sold. So far as possible, however, the volumes of all classes of materials should be reduced to thousand feet board measure by the use of the standard converting factors.

Converting Factors.

For convenience in preparing statistics, such as reports of timber cut and sold, and for price determinations in sales under Regulation S-22 for products for which prices have not been established by the Forester, it is necessary to convert other products than saw timber into feet board measure. District foresters will establish converting factors by forests for these purposes. It is often possible and desirable to establish a converting factor for all standard-gauge hewn ties cut on a given forest based on the size of the average tie; and similar factors are often applicable to groups of sizes of telephone poles, piling, or posts. Standard conversion factors established by district foresters will not be inconsistent with the following table, which will also be used in the absence of approved local tables:

Product	Assumed dimensions	Equivalent in board feet
Cord, standard	4 by 4 by 8 feet	500
Cord, long	4 by 5 by 8 feet	625
Cord, shingle bolts	4 by 4 by 8 feet	600
Cord, small material (averaging less than 5 inches middle diameter in the round)	4 by 4 by 8 feet	333 $\frac{1}{3}$
Cord, short	4 by 3 by 8 feet	375
Cord, short, small material	4 by 3 by 8 feet	250
Load (small, irregular pieces that can not be ricked)	4 by 4 by 8 feet	333 $\frac{1}{3}$
Tie, standard	7 by 9 inches by 8 feet	35
Do	7 by 8 inches by 8 feet	30
Do	6 by 6 inches by 8 feet	20
Tie, narrow gauge	7 by 8 inches by 6 $\frac{1}{2}$ feet	25
Do	6 by 7 inches by 6 $\frac{1}{2}$ feet	20
Do	6 by 6 inches by 6 feet	15
Pole (telephone) or piling	8 inches by 45 feet	200
Do	8 inches by 40 feet	150
Do	8 inches by 35 feet	100
Do	7 inches by 60 feet	280
Do	7 inches by 50 feet	200
Do	7 inches by 40 feet	100
Do	7 inches by 35 feet	80
Do	7 inches by 30 feet	60
Do	7 inches by 25 feet	50
Do	5 inches by 25 feet	30
Cubic foot	13.6 inches by 1 foot	6
Linear foot	10 inches by 1 foot	3
Linear foot (long piling)	80 to 125 feet by 6 inches	5 $\frac{1}{3}$
Derrick pole	7 inches by 30 feet	60
Derrick set (11 pieces)		480
Post, fence	6 inches by 7 feet	7
Do	5 inches by 7 feet	5
Post, split	18 inches circumference by 7 feet	0
Brace, fence	4 inches by 6 feet	2
Stake, fence	3 inches by 5 feet	1
Stay, fence	2 inches by 6 feet	$\frac{1}{2}$
Rail, fence (split)	20 inches circumference by 16 feet	15
Pole, fence	4 inches by 20 feet	10
Pole (12 pieces)	4 inches by 16 feet	100
Pole, converter	4 inches by 20 feet	10
Prop	6 inches by 10 feet	10
Lagging (6 pieces)	3 inches by 6 feet	10

If the dimensions of certain products do not approximate those assumed in the table, converting factors applicable to the actual dimensions will be used.

These factors are primarily for convenience in statistical work. In appraisals, any other more satisfactory basis, in accordance with the units common in local usage, may be employed.

Summary Record.

A summary (Form 616) of the timber business may be kept in the district office if desired, filed in front of all other record cards for each forest. Each supervisor will, if directed by the district forester, keep up Form 616 currently for his forest. If required by the district forester, live and dead timber cut will be entered in separate columns. Whenever a report on Form 949 is prepared, the quantity and value of each class of timber sold and cut will be entered on the summary card. At the end of each fiscal year the summaries by forests will be totaled and entered upon a summary card for the district, which will be filed in front of the current record file.

Cost Data.

In each district, cost records will be kept in a sufficient number of representative project sales to assure the availability of current cost figures at all times. Detailed instructions are given on Forms 822a to 822d. For other sales, the cost-keeping record described in the "Accounts" section of the manual is considered sufficient.

ENFORCEMENT AND TERMINATION OF AGREEMENTS

ENFORCEMENT OF AGREEMENTS

Duty of Officer in Charge.

No forest officer has authority to sanction the violation of any part of a timber sale agreement or to make any verbal modifications of its terms. Recommendations for changes in requirements found to be unreasonable or impracticable should be made to the supervisor for consideration under the instructions in regard to modifications under Regulation S-15, by the officer authorized to approve modifications.

Every officer in charge of a timber sale must be thoroughly familiar with the terms of the agreement and with any instructions which have been issued in connection with it. He must have a copy of the agreement available promptly for reference when inspecting the sale or discussing it with the purchaser.

The requirements of sale agreements must be enforced with fairness and with due consideration of operating necessities, but with firmness. Where discretion as to the application of a particular requirement is vested in the officer in charge of the sale, that requirement should be adapted to the practical conditions and methods of operation so far as the fundamental objects of the Forest Service in all timber uses permit. (See p. 3-S.) Friction in the enforcement of an agreement can be avoided largely by a thorough discussion of its terms with the purchaser at the beginning of the operation and an explicit explanation to him of just what will be required under each clause. This is essential with reference to those requirements of the contract which are designed to prevent the occurrence of forest fires, since the officer in charge may have to take drastic action, such as the suspension of operations, in order to prevent disastrous fires from occurring through the use of improper equipment or otherwise under conditions such that other warning is impossible.

Failure to comply with the requirements of an agreement must never be allowed to run on without clear-cut instructions or warning from the forest officer in charge, put in writing in all important matters, since otherwise the service may be placed in the position of apparently concurring in the violations and its future action embarrassed. The officer in charge must inform and warn purchasers as soon as violations of the contract are detected. The strict enforcement of an agreement at the outset will often save trouble and expense for both the service and the purchaser later on.

Means of Enforcing Sale Contracts.

It is the policy of the Forest Service not to take drastic action until every other recourse has been exhausted in an effort to secure compliance with the terms of agreements. The purchaser must be specifically informed of violations of his contract and of the action to which they are making him liable. One or more of the following steps should be taken when the requirements of a sale agreement are not being met, and when it is not feasible to change those requirements by a modification of the contract.

1. Requests for compliance with the contract followed by warnings and the enforcement of the penalty scale. Requests for compliance will, when necessary be carried to the highest officials of the purchasing company and to the surety on the bond. If prompt compliance with the request, when made to the purchaser's representative on the ground, is not secured, or if the purchaser has been slow to act on similar requests in the past, this action should be in writing.

2. Suspension of operations when violations are serious and persistent after due warning and when less drastic methods have proved ineffective. In extreme cases suspension may be necessary, to prevent irreparable loss from fire, without warning other than definite and specific statements made to the purchaser before operations begin.

3. Affording sureties an opportunity to complete the contract in the case of abandonment or repudiation by the purchaser, or where the contract requirements have not been fully performed prior to its expiration and the purchaser is unable or unwilling to perform them. (See "Completion of agreements by sureties," p. 103.)

4. Cancellation of contract. (See instructions under "Cancellation of agreements," p. 103.)

5. Action for breach of contract for violations of an aggravated nature or when damages due to the United States can not be secured otherwise. (See instructions under "Action for breach of contract," p. 105.)

TERMINATION OF UNCOMPLETED SALE AGREEMENTS

Forms of Termination.

Timber sale agreements which are not carried out either in their original form or as subsequently modified may be brought to an end by any of the following courses:

1. By expiration of the time limit named in the agreement. Expiration of the contract renders the purchaser liable for any damages sustained through his failure to discharge its obligations in full.

2. By the repudiation or abandonment of the contract on the part of the purchaser. The fact of abandonment must be established by evidence which is conclusive in the judgment of the assistant to the solicitor. In cases of abandonment the purchaser is liable for any damages sustained by the Government through his failure to comply with the contract in full, including loss in value on all of the timber covered by the agreement which has not been paid for and cut. If it is desired to recover damages, under action for breach of contract, for failure to pay for and cut timber the removal of which was not required by the agreement until after the date when action in the case is taken, abandoned contracts should not be canceled.

3. By cancellation either with or without the purchaser's consent. (See "Cancellation of agreements," p. 103.) Cancellation automatically debars claims for damages which have not actually accrued at the date of cancellation. No claim can be made, for example, for loss in the value of timber the removal of which was not required by the terms of the agreement prior to the date of the cancellation. When such loss has occurred, therefore, the contract should not ordinarily be canceled, but should be allowed to terminate by abandonment or by expiration. Other considerations, such as the necessity for the early removal of insect-infested or rapidly deteriorating timber may, however, justify cancellation.

Action if Contract has Expired.

When a timber sale agreement has expired, leaving merchantable material the removal of which is desirable, the following procedure will be followed:

1. The remaining timber will be reappraised, giving it the benefit of any usable nonmovable improvements constructed by the former purchaser.

2. If the value established by reappraisal is less than the contract rates, the difference should be collected from the purchaser as damages, or the uncut stumpage should be sold to him at private sale at the former contract prices. (See also "Policy as to breached contracts and damages," p. 106.)

3. If the value established by reappraisal is equal to or greater than the contract prices, the remaining timber should be advertised for sale at the reappraised rates and sold to the highest bidder unless some other award is necessary under the terms of Regulation S-9.

Whenever the equities of a purchaser, due to the construction of improvements or other demonstrations of good faith, are such as to warrant giving him preference, the contract should not be allowed to expire, but should be extended by a suitable modification of its terms. The modification in such cases should include increases in the contract prices when clearly justified by changes in market or operating conditions. Once a sale agreement has expired, however, the equities of the purchaser under it, including his claim to nonmovable improvements installed on national forest land, are terminated and the remaining timber will be disposed of as previously indicated. Exceptions to this procedure will be made only with the Forester's approval.

When Timber may be Resold.

Timber previously contracted for may be resold upon the expiration, abandonment, or cancellation of a sale agreement. Timber included in an abandoned contract should not be resold until the evidence of abandonment has been determined by the assistant to the solicitor to be conclusive.

Damages.

When it is necessary to determine if damages have resulted from the violation of sale agreements, the operations of the purchaser will be checked with reference to the specific clauses involved. The following are the more common kinds of damage:

1. Merchantable timber cut and not paid for. Determine the amount and value by species of (1) designated trees; (2) undesignated trees.

2. Designated trees left uncut. Determine amount and value by species of designated timber left on portions of the sale area which have been logged.

3. Parts of sale area left uncut, whether timber is marked or unmarked. Determine amount and value, by species, particularly with reference to any reduction in value due to the acts of the purchaser in removing timber of better quality or accessibility than the average for the entire sale area, and in reducing the volume to be cut below that suitable for economical operation. Fluctuations in the lumber market will not ordinarily be considered as lowering the average value of all timber in the original sale below the price at which it was advertised.

4. Merchantable material wasted in abandoned logs and in tops and stumps. Determine amount and value by species. (See pp. 95 and 96.)

5. Young growth and standing trees which have been killed or seriously injured. Determine amount and value by species.

6. Brush and refuse left on the sale area in violation of the agreement. Determine the cost of proper disposition.

7. Service expenditures necessary because of failure on the part of the purchaser to require employees to prevent or fight fires.

8. Damage to telephone lines and other improvements not repaired and the estimated cost of repairs.

Any other damage directly attributable to a violation of the sale agreement should be covered.

Damages will be appraised with the utmost care and impartiality, and no item will be included which can not be conclusively established. Reports should discuss fully each item of damage, indicating the provision of the agreement violated, the amount of damages sustained, and the method of appraisal used. Whenever an agreement has expired or has been abandoned, or is being considered for cancellation, leaving a part of the area uncut, the cost of making a resale of the remaining timber—i. e., the cost of reappraisal and readvertisement, should be reported. If an immediate sale is not probable and the present value of the timber is ascertained by appraisal rather than readvertisement, the cost of a resale will be taken to be the estimated costs of reappraisal and readvertisement, based upon the costs incurred in the original sale so far as they are applicable.

Principles Upon Which Damages Will Be Determined.

Injury to timber or young growth resulting from practical logging requirements under methods permitted by the agreement will not ordinarily be considered in appraising damages. Similar injuries, due to unintentional oversight or carelessness may be ignored if of slight or unimportant extent. Damages resulting from flagrant or willful disregard of the contract requirements or from failure to comply with them, leading to serious injury or loss, should be assessed in full.

In determining damages, appraisals of merchantable timber will be made in accordance with the "Instructions for appraising national forest timber." Damages to immature growth will be made in accordance with the instructions in the administration manual under, "Fire Control—Determination of Damages."

COMPLETION OF AGREEMENTS BY SURETIES

In cases of abandonment or repudiation of agreements or of inability or unwillingness of the purchaser to satisfy requirements essential to prevent loss to the United States, the surety on the bond, if a bond has been furnished, will be given opportunity to complete the sale. Sureties should be notified of the status of the sale and formally requested in writing to complete the agreement if they desire. This action will be taken by the regional forester in sales approved by him and by the supervisor in other sales. If the surety does not wish to carry out the agreement, the contract will be canceled or action brought for breach of contract, as the circumstances may require.

CANCELLATION OF AGREEMENTS

REG. S-17. Timber sale agreements may be canceled for serious or continued violation of their terms. Cancellation will be by the Forester if the amount of the sale exceeded the regional forester's authorization and by the regional forester in all other cases.

When such action is of advantage to the United States or not prejudicial to its interests and upon the application or with the consent of the purchaser, an agreement may be canceled by the Forester or regional forester as above. If, further, the remaining timber is to be immediately resold at the same or better rates, the agreement may be canceled by the supervisor if the sale was for an amount not in excess of his authorization.

Agreements may be canceled by the Forester only, upon the application of purchaser, when cancellation is shown to be required in equity to the purchaser (1) on account of some act of the United States, or (2) upon a review of the conditions existing at the date of sale in accordance with which its terms were fixed.

Agreements may also be cancelled by the Forest Officer approving the sale, or his successor, upon application of the purchaser, if the condition of the timber has changed materially due to some cause such as a forest fire or insect infestation for which the purchaser is not responsible.^a

Policy in Cancellations.

The object of cancellation is to terminate an agreement before the date stipulated. By this act of the United States the purchaser technically loses the opportunity to comply fully with the terms of the contract. Hence damages may be claimed only to the extent to which they had accrued at the date of cancellation. As a general practice, therefore, agreements will not be canceled unless field examination determines that the United States has suffered and will suffer no damages or unless it is practicable to have the cut-over area cleaned up to date and any material damages can be recovered voluntarily. In any event the damages resulting from violations of the contract must be determined accurately by field examination. If purchasers or their sureties decline to settle for damages on demand, the agreement ordinarily will not be canceled but action will be brought for breach of contract.

For Serious Violation.

Agreements may be canceled for serious and continued violations. Enforced cancellations of this nature will be resorted to only when it has been shown that less severe measures will not be effective.

In addition to an estimate of damages, the possibility of a ready sale of any timber left uncut and of securing compliance with the contract if allowed to continue must be ascertained. The opinion of the assistant to the solicitor on the legality of cancellation will be secured. Before final decision the purchaser will be given a reasonable and specified time to show cause why the contract should not be canceled.

Formal notification of enforced cancellation will be sent to purchasers in all cases. It will be signed by the Forester if the sale was larger than the regional forester was authorized to approve without review by the Forester, and forwarded through the regional forester and the supervisor, with a copy for the files of each. Otherwise it will be signed by the regional forester.

When of Advantage to the United States or Not Prejudicial to its Interests.

Agreements may be canceled when the uncut portion of the sale area is to be included in a new agreement under equally or more advantageous terms to the United States, as in case of a sale of an operating plant to a buyer who wishes to secure the timber remaining uncut. If the new contract calls for reappraisals during its life, it will provide that those reappraisals will be based on the total area involved in the canceled contract, not merely on the area left uncut. In cancellations of this kind the application (Form on p. 105) will not ordinarily be

^a Amdt. No. 242, effective ———.

approved until the new agreement has been executed. The approval of the application should then precede the approval of the new agreement. (See also instructions under "Transfers of agreements," p. 88.)

In general, agreements may be canceled with the consent of the purchaser when the remaining timber will command a higher price if cut in connection with another sale or logging unit or when better terms as to business or silvicultural conditions can be secured by some other disposition. Agreements may also be canceled with the purchaser's consent if it appears that the remaining timber should not be cut on account of watershed protection or local supply.

It is allowable to cancel timber-sale agreements when such action is not prejudicial to the interest of the United States if it is impossible for the purchaser to continue operations, because of conditions over which he has no control, such as loss of his plant by fire or absolute loss of the market for his product. Cancellations will be approved under such conditions only when it is clearly shown that the value of the uncut timber will not be reduced below the contract price and that the interests of the United States will not otherwise be affected adversely. In cancellations of this kind the cost to the Government of making a resale of the remaining timber, i. e., the cost of reappraisal and readvertisement, will be included in the damages unless the cancellation is of distinct advantage to the United States.

Before cancellation is approved, a field examination will be made to determine if it will result in damage to the United States. (See pp. 102 and 103.) In addition the report should contain a statement by the forest officer who recommends the cancellation, showing clearly in what manner the interests of the United States will be advanced, or that such interests will not be affected adversely. The opinion of the assistant to the solicitor will be secured on the legality of the cancellation.

Cancellations of this class will be made only upon the application or with the consent of the purchaser. If all the uncut timber is to be resold immediately under equally or more advantageous terms the application will be approved by the supervisor if the sale was for an amount within his authorization, and otherwise by the district forester or Forester, as in enforced cancellation.

Cancellation on Account of Change in Condition of Timber.^a

There occasionally arise circumstances over which a purchaser has no control which so reduce the stand of merchantable timber per acre, and thereby so change the conditions of sale from those existing at the time the sale was made that it is inequitable to ask the purchaser to complete the sale. Such changed conditions may readily be brought about as a result of a bad forest fire, for which the purchaser was in no way responsible, burning into the sale area from the outside, or by a serious insect infestation which kills the timber more rapidly than it can be harvested.

When Required in Equity to the Purchaser.

When, in the judgment of the district forester, the conditions of contract are so onerous that he believes reconsideration should be given to them in equity to the purchaser, he will report the facts to the Forester with his recommendation. (See instructions under "Policy as to breached contracts and damages," p. 106.)

Procedure.

Enforced cancellations will be by letter. If cancellation is made at the request of the purchaser, a written request signed by him and a letter in reply signed by the proper officer will ordinarily be sufficient in unadvertised sales, and for advertised sales the following form with necessary modifications will be used:

^a Amdt. No. 178, effective Jan. 1, 1930.

Application for Cancellation of Agreement

(Case designation.)

_____, of _____ purchaser__ of the timber in the above-designated case by an agreement signed in duplicate by _____ on the _____ day of _____, 19____, and approved by _____, on the _____ day of _____, 19____, state that _____ have deposited in connection therewith the sum of \$_____; that _____ have cut thereunder (*no timber*) (*timber of the value of \$ _____*); (*that to date the terms of said agreement have been complied with*); and that on account of the following circumstances _____ do hereby apply for the cancellation of said agreement and request that _____ be relieved from all further liability thereunder:

(I or we) (State) (Me or us) (Name) (Title) (I or we) (I or we)

If this application is approved _____ further request the sum of \$_____
remaining to _____ credit be (*refunded*) (*transferred to the credit of* _____)
(My or our) on _____ timber sale of _____, 19____).

Signed in duplicate this _____ day of _____, 19____.

(Corporation seal, if corporation.)

(Approved at _____, _____, _____, 19____.)
(City) (State) (Date)

(Signature of approving officer)

(Title)

The second paragraph is necessary only when a balance is to be refunded or transferred.

The number of copies of the application to be prepared and their final distribution will be the same as for a timber sale contract requiring approval by the officer who will approve the application.

ACTION FOR BREACH OF CONTRACT

REG. S-18. Action for breach of contract may be brought for serious or continued violations of the sale agreement or where damages to the United States from violation of the agreement can not be recovered otherwise. Such action will be brought only with the approval of the Forester.

When Employed.

Action for breach of contract may be brought during the life of a timber-sale agreement, upon its abandonment by the purchaser, or within a reasonable time subsequent to its expiration when substantial damages have been incurred by the United States for which voluntary settlement can not be obtained. Action for breach of contract does not terminate a sale agreement, does not affect the outstanding obligations of either the purchaser or the United States, and can be brought during active operations under a contract if necessary to obtain damages which can not be recovered otherwise. The usual order of action, however, when violation of an agreement can not be stopped and settled by other measures, will be:

1. Suspension of operations on the ground.
2. Action for breach of contract.
3. Cancellation of agreement.

Policy as to Breached Contracts and Damages.

Timber-sale purchasers who abandon or breach their contracts with the United States must expect to pay such damages as result from their action. The attitude of the Government should be broad and just, not technical and harsh. But purchasers in entering contracts must realize that dealing with the Government does not relieve them of full responsibility for the obligation they assume.

In certain cases there is no difficulty in measuring the damages suffered by the United States. Such cases are the following:

1. Where a purchaser has cut and removed the timber but has failed to perform certain required work such as felling snags, piling brush, clearing fire lines, etc. The damage is the cost of doing such work.

2. Where a purchaser has failed to cut all marked trees or has felled unmarked trees. The damages are predetermined or liquidated under the terms of the standard contract.

3. Where the uncut timber has suffered depreciation due to the removal of the most accessible portions or the timber of the best quality, leaving the balance more expensive to log or of lower selling value and hence less valuable than the average stumpage on the original sale area. The damage is obtained by an appraisal of what is left standing.

4. When a fair and equitable reappraisal shows that the remaining timber, aside from any effects of the purchaser's operations, is worth less than the price bid by him and named in the contract. Such cases usually arise when the advertised rate was overbid by the purchaser. The price actually named in the contract, no matter how much it may exceed the appraisal of the Forest Service, is a fixed equity of the United States which no administrative officer can waive.

5. When the successful bidder fails to execute the contract, after final award, the damages are liquidated at the percentage of the deposit with bid stipulated in the advertisement. (See "Forfeiture of deposit with bid," p. 62.)

6. When because of the failure of a purchaser to complete his contract, the Government is put to extra expense in making a new sale. This may be merely the cost of readvertising or may include the cost of reappraising all or part of the tract. Where the timber is not to be resold immediately, the cost of making the original sale may be taken as the cost of resale. This element of damage must be included in all breached contracts where a resale of the timber is necessary, unless the contract was canceled by the United States and the purchaser thus debarred from completing it.

There are other cases in which the measure of damage is less clearly defined; and considerable variation is possible, depending on the administrative policy adopted. These are chiefly cases in which fluctuations of the market, of labor, or of costs of materials may cause changes in the current value of the timber. A depressed market may be the cause of the failure of a purchaser to meet his contract obligations. The same condition would probably depress the value of the timber if offered for resale. To take advantage of the purchaser and assess damages on the difference between the contract price and the new appraisal, under such a temporary condition, would be to demand an excessive and unjust damage. In most cases the recovery of the market in a few years will permit a resale of the timber at a price at least equal to the first appraisal. The position of the Government is different from that of an individual. The Government holds the land in perpetuity, pays no taxes, and is not obligated to liquidate the value of its standing timber. Hence it is not obliged to sell its timber immediately provided there will be no reduction in its value due to deterioration.

In determining the value of the timber remaining under an abandoned or breached contract, therefore, the appraiser need not consider temporary conditions of market, labor, materials, or transportation if in his judgment the timber will be salable at its original price within a reasonable time. There are few circumstances where this will not be true, provided the timber itself has not suffered as to quantity or quality. In the absence of a loss due to the acts of the purchaser or of a loss in value or quality through decay, fire, insects or other causes, the valuation given to uncut timber should ordinarily not be less than the rate at which it was originally appraised. Seldom, if ever, however, in the case of an abandoned or breached contract with a substantial part of timber cut, can it be assumed that the remaining timber can be sold at a price in excess of that at which it was appraised. In most cases in which the bid price exceeded the appraised price the purchaser abandoning the contract must pay the difference as a real damage.

The purchaser of rapidly deteriorating timber thus incurs a greater risk than a purchaser of healthy, living timber. In sales of rapidly deteriorating timber, however, prompt cutting is an important consideration to the Government and the appraisal should allow for the additional risk assumed. The inclusion of standard clauses 4 or 10 in the contract will prevent any real hardship on the purchaser if he acts in good faith.

In certain cases, even though there may be a technical injury to the United States, the circumstances are such that the purchaser should, in equity, be relieved of any damages. Such cases are:

1. When there has been an absolute loss of market. This is applicable only to operations supplying mines or other local industries, and with no outlet to the general market.

2. When the Government is unable to deliver the material purchased, as when timber under contract has been destroyed or rendered unmarketable by fires not caused by the purchaser.

3. When further operation is prevented or rendered impracticable by acts of the United States itself. If, for example, the Federal Government in a time of public emergency finds it necessary to withdraw the labor supply from purchasers of Government timber, it would be manifestly inequitable to require the operator to carry out his contract or to claim damages based on his failure to complete it. (See Reg. S-17.)

4. In exceptional cases where a review of the conditions existing when the sale was made shows that there was at that time some mutual misunderstanding of an essential fact, with the result that there was a failure of minds to meet and consequently no binding contract was made. The authority of the Forester under this provision is very broad and may be exercised in any case where it is shown that the completion of a contract is impossible or inequitable on account of mutual failure when the sale was made to consider some essential feature of the operation. (See Reg. S-17.) The proviso in the second paragraph on page 6 of Form 202 makes this action possible. Sale contracts will be set aside on these grounds without the collection of damages, however, only if the necessity for such action is extreme and the action will be beneficial to the United States from the viewpoint of public policy.

Procedure.

As soon as the report, with the supervisor's recommendations, is received and considered by the district forester, he will refer the record, with his own conclusions, to the assistant to the solicitor. The latter will determine the sufficiency of the evidence available to establish the liability of the purchaser and, if necessary, will indicate what additional evidence is needed to complete the case.

In supervisors' and district foresters' sales, if it is determined, with the advice of the assistant to the solicitor, that no damages have been incurred by the United States, the sale will be closed if the contract has been abandoned or if its time limit has expired; otherwise it may be canceled under the provisions of Regulation S-17 if such action is deemed to be in the interests of the United States. Where damages have been incurred, their amount will be determined and collected, if possible, by voluntary settlement from the purchaser or, failing this, from the surety on the bond. If voluntary settlement can not be obtained, the case will be referred to the Forester with recommendations. Abandoned or expired contracts should be closed as soon as damages have been collected or the case settled by action of the courts.

In Forester's sales, the record will be forwarded to the Forester, with the recommendations of the district forester and the assistant to the solicitor. After decision by the Forester, further steps will be taken by the district forester as outlined above.

COMMERCIAL SALES OF OTHER FOREST PRODUCTS

SALES OF NAVAL STORES

REG. S-19. So far as applicable, the regulations governing timber sales will be followed in sales of naval stores.

The Forester is authorized to make such sales for any amount on any national forest within the maximum limit fixed by the Secretary and to delegate this authority for amounts not exceeding 200,000 cups to district foresters. District foresters may delegate this authority to supervisors for amounts not exceeding 40,000 cups.

Emergency sales will not be allowed.

Policy.

It is the policy of the Forest Service to handle the naval stores resource of the national forests for the same objects as with the timber resource. There is the same opportunity for the establishment and maintenance of desirable local industries and the same need for furnishing a continuous supply for the use and necessities of citizens. Operation for naval stores in the West will as a rule be a secondary object of management. In order that the systematic harvesting of the final and main crop, involving the felling of the timber, may not be hampered or its value reduced or endangered, the extensive sale of the by-product, naval stores, must be made only after the cutting plan for the working circle has been put into effect and the plan for naval stores operation coordinated with it.

It is essential that the completion of turpentining in mature timber be followed promptly by the cutting and utilization of the timber, and the granting of the turpentining privilege will be refused unless the timber can be sold without material loss of value within the year following the close of the naval stores permit. In the Southeast management for naval stores may be a primary object, in which case the maintenance of a sustained yield of naval stores will control the disposition of the timber and the felling plan and timber-sale policy will be based on the prompt utilization of the timber on areas over which the turpentining has been completed as fast as available.

Silvicultural Policy.

In stands of old timber the beginning of turpentining on a tree designates that tree for subsequent cutting and often fixes the year of felling. Consequently, only trees which should be cut under the standard silvicultural practice for the type based upon the production of saw timber or ties will be marked or designated for cupping. For the present the working of young stands will not be permitted. In the future the repeated working of young stands during the period they are growing to maturity will be practicable and will be permitted as proper technique is determined.

Size, Duration, and Location of Sales.

Sales of naval stores will be for sufficient cuppage to make practicable the operation of at least one 20-barrel turpentine still, considering other timber available to the purchaser for working. Sales of a size which will supply two or more stills may be made where necessary to make an operation practicable, if conditions permit the prompt cutting of all old timber after exhausted for naval stores, or where turpentining at a rapid rate is necessary in order to utilize the naval stores values of an area under contract in a timber-sale agreement.

The standard period for turpentine sales is three years, but sales covering only one or two years of operation may be made if existing faces can be extended up the trees only for these periods or if the timber is to be cut in less than three years. A maximum period of 10 years may be allowed in the first sale in a region where the industry is new, in recognition of the business risk involved and as an inducement for the establishment of the industry. In such sales provisions must be made for reappraisal of cuppage values for the cups to be worked for each of the three-year periods after the first. In order to insure the logging of the turpented timber promptly after its abandonment by the turpentine operators, turpentine sale areas will be located: First, in bodies of timber already under timber-sale contract, provided that sufficient time will elapse before the actual felling of the timber to allow of profitable turpentine operation; second, in areas adjoining timber sales that are next in order of sale; and, third, in accessible, desirable logging chances. In any case the boundaries of turpentine sales will coincide with those of the logging chances in so far as the prevalence of turpentine species will permit.

Utilization and Prevention of Injury to Timber.

It is the policy of the Forest Service to secure, so far as is practicable, the working of timber for as long a period as it is feasible to chip the trees, and at the same time to require the use of methods which will not injure the timber for use as saw logs or other products. Where time and the condition of the timber will permit all trees will be worked both front and back faces. The use of a modern cupping system will be required, and boxing is prohibited. The requirements and conditions of the contract will include that faces be started as close to the ground as is feasible for the class of timber and method of cupping involved; the maximum number of faces which may be placed on trees of different sizes; the average and maximum depths and widths of streaks; the maximum total height of faces made in any one season; and the placing and spacing of faces on the tree. District foresters whose districts have stands of species worked for naval stores will issue instructions containing standard figures to be used in writing these contract requirements for timber of different classes or types. Even mature timber may be worked for naval stores for as much as 14 years without serious loss, and often the returns from naval stores are larger than the value of the stumpage on the same area. It is the responsibility of the officers in charge of timber which can yield naval stores to secure the full use of this resource, so far as markets permit, without making impracticable the subsequent utilization of the timber for the products for which it is suited.

Protection from Fire.

Operation for naval stores increases the fire hazard to some extent. The standard requirements of timber-sale contracts with reference to the prevention and suppression of fires will be used in contracts for the sale of naval stores so far as applicable. In addition, wherever necessary for safety, agreements should require the annual removal of all débris to a reasonably safe distance from each tree cupped and the construction of firebreaks around the contract area.

Bonds.

Bonds will be required in all agreements for amounts exceeding \$100. The standard requirement for the amount of the bond will be 25 per cent of the value of the material covered by the sale. This may be increased in the discretion of approving officer.

Procedure and Forms.

The instructions for the sale of timber apply to sales of naval stores except as changed in this chapter. District foresters may require supervisors to submit annually a statement showing what cuppage it is proposed to offer for sale, the appraised rates, and the sample contracts. The approval of this statement will include authorization to advertise for bids and authority to approve any agreement for not over 40,000 cups.

When necessary to utilize the naval-stores resource in small or isolated bodies of timber, unadvertised sales involving values of not more than \$500 each may

be made by the supervisor, as in sales of timber. (See Reg. S-7 and the instructions thereunder.)

Form 203 will be used in preparation of agreements, with the insertion of special sections or clauses as may be required.

Emergency sales are unnecessary and will not be made.

Unit of Measure.

The unit of measure in naval stores is 1,000 cups. The sum due will be determined by forest officers from field counts of the cups placed.

No refunds or reductions of payments will be made because of cups removed, either because of dry face or because further work on a face is prohibited by the forest officer in charge for violation of the terms of the agreement.

Deposits and Payments.

Payments will be required in advance of the removal of the product. Payments may be permitted in installments, but in all cases the receipt of the final payment must precede the beginning of operations in the last season covered by the agreement. As a rule, the deposit with bid will constitute the first payment and the other payments will be made at intervals prior to the beginning of the last season's operations.

SALE OF MATERIAL SEIZED

REG. S-20. Seized material may be sold to the highest bidder under specific authority from the district forester. If advertisement is impractical, sales of material exceeding \$500 in value will be made on informal bids.

In case of seizure or recaption the seized material will be sold to the highest bidder. Where its value exceeds \$500 such material should be advertised, if practicable. Sales may be made, however, on informal bids if the market value of the material can thus be secured. No sale should be made without specific authority and instructions from the district forester, acting upon the advice of the assistant to the solicitor.

SALES OF MISCELLANEOUS FOREST PRODUCTS

REG. S-21. The sale of forest products not specifically covered by other regulations will be conducted by forest supervisors under general instructions from the district forester with reference to the class of material involved. Sales exceeding \$500 in value will be advertised.^a

Regulation S-21 is intended to cover sales of miscellaneous minor forest products such as wild seedlings, Christmas trees, cascara bark, shrub roots, or material from abandoned, unclaimed structures.^a

Regulation S-21 does not apply to sales of tanbark from trees of commercial timber species, such as chestnut, oak, tan oak, or hemlock. Such bark will be regarded as a by-product of the sale of the timber and provision for payment for it and for its utilization will be made in the timber-sale agreement.

Neither structures nor material from structures which have been on the records as Government-owned improvements should be sold under Regulation S-21, but, if disposed of, should be condemned and sold as useless or surplus property, with the proceeds going to miscellaneous receipts instead of to the forest reserve fund. Nor does the regulation apply to structures sold as such, to be removed in their entirety for future use as structures. The record of a sale of material from an abandoned, unclaimed structure should show in the appropriation units of measure the volume sold, and the structure itself should not be used as the unit.^a

District foresters will issue such instructions as are needed, in their judgment, governing sales of miscellaneous forest products by supervisors. A minimum charge differing from that for sales of timber (see p. 79) may be established by these instructions.

SALES AT COST

REG. S-22. Mature, dead, and down timber which can be cut without injury to the forest will be sold upon application without advertisement in any desired amount to homestead settlers and farmers, for domestic use on any homestead or farm, at the actual cost of making and administering such sales. The disposal of any part of such material for a money or other consideration, or in exchange for labor, services, or commodities, furnished the purchaser in connection with its cutting, removal, or manufacture or for any purpose except domestic use on the homestead or farm of the purchaser, is prohibited. If any of the foregoing requirements are violated, the sale will be terminated and the purchaser required to pay for all material cut at twice its appraised market value.

The Forester will determine from time to time the cost per thousand feet board measure or other unit of making and administering such sales in each national forest region where similar conditions exist, which amount will be uniformly taken on all forests in the region as the stumpage price in sales under this regulation.

District foresters may approve sales in any amount under this regulation, with prior review by the Forester if required for similar amounts in commercial sales, and may authorize supervisors to make sales in any amounts not exceeding 200,000 feet board measure. Supervisors may authorize rangers to make sales in any amount not exceeding 50,000 feet.^a

Purpose.

The purpose of this form of timber use is to aid farmers and settlers by furnishing national forest timber to them for use on their farms at rates sufficient to meet the cost to the United States of handling the business. The commercial value of the stumpage is not a consideration in fixing prices, since the object is to aid in the development and maintenance of farms.

To Whom Made.

Sales at cost will be only to farmers and settlers. No distinction will be made between farmers and others owning but not residing on farms or because of wealth, residence, or occupation of applicants. The only consideration will be the use of the timber for domestic purposes on the farm or homestead. Such uses include the construction or repair of farm buildings of any character, fences and other improvements, and fuel. The ownership of timber by the applicant does not debar him from obtaining national forest timber at cost for domestic use on his farm, but may be a factor if the supply is too limited to meet the demand.

Sales may be made to two or more farmers or settlers under one contract, all being equally responsible for compliance with its terms.

When Refused.

Only material to be used exclusively for domestic purposes on farms and homesteads will be sold under this regulation. Such material can not be used by farmers on town property or for any purpose on their farms other than domestic use or the development and improvement of the land for agriculture.

Sales under this regulation will not be made to agents employed by the person or persons who will use the timber or to manufacturers or others who purpose to sell the material to settlers or farmers; but timber may be cut by agents of the purchaser for his exclusive use.

Applications from corporations and associations ordinarily will not be approved. This is necessary both because sales to such organizations were not contemplated by the law authorizing this form of timber disposal and because of the difficulty in determining whether the material is actually used for domestic purposes as required by that law. Exceptions may be made in cases where only one farm is involved, as when the members of a family organize a corporation to hold and operate a farm instead of the usual personal or joint ownership and operation.

^a Amdt. No. 12, effective Sept. 17, 1926. (111-S)

Kind of Material Sold.

The kind of material sold under Regulation S-22 should be that suited to the need of the applicant. Where inferior species and grades of material will answer the purpose, they should be designated for removal, but any timber which would be sold under commercial sales is available for sale under Regulation S-22.

In general the same considerations as in small commercial sales apply to decisions whether to make cost sales from specific stands. Applications for particular bodies of timber may be refused if it should not be cut on account of its immaturity or because it is not suitable for the use proposed, or because it is part of a unit which should be logged as a whole, but applicants in such cases will so far as practicable be given an opportunity to purchase other timber to which these conditions do not apply.

Sales will be conducted in accordance with standard silvicultural and utilization practice. The needs of applicants for selected material, such as derrick poles or durable species for fence posts, can usually be met without injury to the stand and without waste by careful marking and by meeting other needs of the applicant or the needs of others with the material on the ground unsuitable for these particular uses.

On forests where the timber resources are limited and the demand for cost sales is great, the total quantity of timber or the quantity of certain products granted annually to any permittee may, with the approval of the district forester, be limited, in order to insure the equal distribution of the allowable annual cut. Where there is a heavy demand for saw timber under this regulation and also a heavy demand for commercial sales of saw timber to supply the local market, the district forester may, if the best interests of the local public will thereby be served, divide the allowable annual cut by either area or volume between the two classes of applicants. All such special measures intended to protect the local consuming public should properly form a part of the timber-use policy statement for the forest or of the management plan for the working circle. Such special policies should ordinarily be approved by the Secretary of Agriculture. (See "Advance instructions by the Secretary of Agriculture," p. 23.)

Relations to Free Use.

The policy governing the kinds of material to be obtained in sales at cost should be correlated with the free use of national forest timber. In general, farmers entitled to free use will be required to purchase under Regulation S-22 all green timber except inferior species, thinnings, and other material cut for protection or urgent silvicultural improvement.

Determination of Prices.

Sales to homestead settlers and farmers will be made without advertisement in any amount desired, at the price fixed by the Forester, by national forest districts, as equivalent to the cost of making and administering such sales in each.

The need for changes in established prices will be considered annually by each district forester. On or before May 1 of each year specific recommendations for any changes desired should be submitted to the Forester. The prices in each district, once approved, remain in effect until changed.

The minimum charge will be \$1, as in commercial sales for personal use. (See p. 79.)

Administration.

Sales at cost will be handled as economically as is consistent with the purposes of the Forest Service in timber uses. (See p. 3.) So far as practicable, areas will be set aside for these and other small sales, the green timber marked for cutting, and sales grouped on these areas until they have been put into good growing condition. Sales are usually by amount, and may be made on the basis of tree measurement. Otherwise they will be handled on the same standards of scaling as are commercial sales.

The disposal of slash by the methods used in commercial sales in the type and region will be required. It is frequently convenient for both the purchasers and the service to have brush disposal done by the service, using funds deposited in the cooperative work fund by the purchasers. This may be required if satisfactory results can not be secured otherwise, but so far as practicable the purchasers should be given the opportunity to do the work themselves, either without the deposit of funds or with the payment of the fund deposited. A method often practicable and desirable is to have one purchaser agree to dispose of the slash from a group of these sales, being paid by the several purchasers or from the money deposited by them in the cooperative work fund.

Procedure.

The procedure is the same as in unadvertised sales except as follows:

1. Form 202d will be used ordinarily. Instructions for its use are given on the form.

2. The rates for payment if the timber is sold or exchanged are twice the appraised commercial values and these doubled rates will be inserted in the permits. This payment will be regarded as liquidated damages and not as a penalty.

3. Form 861 will be used to accompany any deposits after the first.

Cutting may begin as soon as the forest officer has evidence that the deposit has been sent to the district depository.

TIMBER GIVEN IN EXCHANGES

REG. S-23. National forest timber may be cut and removed as a consideration for the transfer of lands to the United States under the act of March 20, 1922 (42 Stat., 465), or other laws authorizing the exchange of land for national forest timber. In all cases cutting will be in accordance with the silvicultural, protective, and utilization requirements applicable to commercial sales of similar timber. The value of the timber will be determined by appraisal as in commercial sales before the proposed exchange is submitted to the Secretary of Agriculture for his consideration.

Sale Requirements Apply.

National forest timber, including turpentine cuppage, may be given in exchange for land under the conditions set forth in the land exchange chapter of the "Lands" section of the manual. This action is equivalent to a sale of the timber, with payment to the United States in the form of land instead of cash. Timber given must be cut and removed under the same safeguards for future growth and requirements for fire prevention, slash disposal, and utilization as in sales. (See Reg. S-1 and instruction under it.) Standard silvicultural and slash disposal practices for the region and type will be required. The service policies of protection of local supplies of timber, the prevention of monopolies, and the prevention of the holding of national forest timber for speculative purposes apply as in sales.

The timber will be included with that cut under other forms of timber uses in comparing the total cut for a forest or working circle with the limitation prescribed by the Secretary, or in the management plan. Exchanges may necessitate revisions of management plans because of additions to the productive area of national forest land in a working circle, but will rarely justify increasing the cut from a working circle during the current period.

Determination of Values.

If the timber is to be taken from an existing sale, it will have been appraised and the appraisal checked by public advertisement inviting competitive bids. This is the most desirable method of fixing the value of timber given in an exchange. If the timber is to be taken from an area not within an existing sale, it must be appraised as for a commercial sale, and the appraisal must be made with especial care, since the timber will not be advertised for competitive bids. The "Instructions for appraising stumpage on national forests" will govern.

Relation to Timber Sales.

The timber given in an exchange may be limited to products of a certain total value at specified rates for different species and classes of material. In this case the transaction is equivalent to the crediting of an advance payment to the account of a sale purchaser, and may take precisely that form (see special clause 97) if the purchaser is also the proponent of the exchange and the sale contract provides or is modified to provide for the handling of an exchange in this way. It is desirable to have the grant of large quantities of timber in exchanges made on this basis of a credit on a going sale, since the reappraisal provisions of long-term contracts give assurance that the actual value of the timber will be obtained whenever it is cut. Furthermore, the sale contract and bond assure compliance with the necessary silvicultural, protective and utilization requirements without a separate stipulation and bond. Scaling is necessary, but if the value is considered as an advance payment in a going sale, no separate record of the scale of the timber given the exchange need be kept other than a notation in the scale record of a volume having a total value equal to the amount of that payment. A separate scale record is necessary in tripartite exchanges. (See special clause 97 and p. 116.)

The timber given may be a definite quantity of specified species and classes of material. This is equivalent to a sale by amount with advance payment in full. It is an undesirable way to give timber in mixed stands containing species or classes of material of different stumpage values, because it is difficult to estimate in advance the exact proportion of each class of material or species on any area. It may sometimes be used advantageously, however, where a single stumpage rate can be used for all timber given. Scaling is necessary, and a separate record of the scale should be kept if the timber is secured from the area of a going sale.

The timber given may be all that marked or designated for cutting on a definite area. This is equivalent to a sale in which volume is determined by tree measurement. Scaling is unnecessary.

Timber-sale contracts for large amounts and smaller sales where conditions justify will contain special section, p. 8, Form 202 to facilitate the handling of exchanges which may be approved during the life of the agreement. Sale contracts may be modified if necessary to enable timber to be given in exchanges if this special clause has not been included or does not meet the particular case.¹¹⁵

Stipulation and Bond.

If the timber is to be cut under a going sale contract, no formal stipulation or bond is necessary. Otherwise, the proponent of the exchange will be required to execute a stipulation covering the cutting requirements as in a timber sale. This stipulation must be executed before the proposal to make the exchange is submitted by the Forester to the Secretary. (See land exchange chapter of the "Lands" section of the manual.) A bond should also be required to assure compliance with the terms of the stipulation in all cases where more than one million board feet is involved and in other cases in the discretion of the district forester.

The stipulation and, if required, the bond will be approved as to form and again as to execution by the district assistant to the solicitor. The standard timber contract clauses will be used where applicable, modified where necessary, as by substitution of "the proponent" for "the purchaser."

Approval.

The Secretary of Agriculture, by recommending the exchange to the Secretary of the Interior, will authorize the cutting of the timber when title to the land is accepted. No other formal approval is necessary except for bonds given to insure compliance with the terms of the stipulation. Such bonds may be approved by district foresters.

When Cutting May Begin.

If an exchange is made under the provisions of special section, p. 8, Form 202, cutting may begin when the payment has been deposited in the cooperative fund.¹¹⁵ (See "Tripartite exchanges" in the land exchange chapter of the "Lands" section of the manual.) Otherwise the cutting of timber given in exchange will not begin ordinarily until the title to the offered land is accepted by the Department of the Interior. If the value of the base land is to be considered as an advance payment on a going sale, the credit so established will be recorded on notification of the acceptance of title and the sale continue as if a cash payment had been made. If a definite quantity of timber must be scaled in a going sale as the consideration given by the United States, a separate scale record will be started as soon as practicable after receipt of notification of acceptance of title. In other cases, the supervisor, on receipt of such notification, will inform the proponent and take any steps necessary to secure the delivery of the timber to him in accordance with the conditions of the exchange.

Emergency Cutting Before the Exchange is Consummated.

An exchange ordinarily will require from six months to a year for its consummation after it has been recommended by the Secretary of Agriculture. Further unforeseen delays due to curable defects in title or to other causes may create emergency conditions that necessitate arrangements for prompt cutting of the selected stumpage or the stumpage on the selected lands, as when the means of transportation will not remain available. Every effort will be made to avoid

the development of these conditions, and, in negotiations, stumpage to be given should be located where cutting before the passage of the usual period in such a case will not be necessary. If these precautions prove to be insufficient, however, an application for permission to cut in advance of formal acceptance of the base land may be filed with the supervisor of the national forest on which the selected timber is situated, and forwarded through the district forester and the Forester to the Secretary for approval. Such applications will include appropriate stipulations defining the conditions under which the cutting is to be done and obligating the proponent to complete the exchange if practicable, and will be accompanied by a bond covering the full value of the timber and by a report from the supervisor stating clearly the emergency conditions on which his recommendation for approval is based. In order to prevent default on the exchange, the value of the stumpage given in the stipulation should be at least 10 per cent greater than the appraised stumpage value. If the exchange is consummated, the bond becomes null and void. If the exchange is not consummated, the proponent is bound by the stipulation to pay for the timber the amount or at the rates indicated, and the bond gives further security for that payment as well as for compliance with the conditions governing cutting.

Upon approval of the stipulation and bond, the cutting and removal of the timber may be allowed. Approval will not be recommended, however, unless the emergency is due to delays that could not have been foreseen and unless the proponent is showing good faith in his efforts to have the exchange consummated.

In tripartite exchanges which are handled through the medium of the special deposit fund under the authority of the act of July 24, 1919 (41 Stat. 234, 270), emergency cutting will not be allowed until the exchange has received the approval and recommendation of the Secretary of Agriculture.¹¹⁵

Administration.

The cutting of the timber given in exchanges will be administered in accordance with the instructions for the administration of commercial sales.

Mineral locations made after an exchange has been recommended to the Secretary of the Interior do not interfere with the operations of the proponent. (See Reg. S-3.)

Scale Records in Tripartite Exchanges.

In tripartite exchanges a notation will be made in the scale book at the time the timber from the area described in the exchange advertisement is being scaled to identify the specific timber given the proponent and bought from him by the timber sale purchaser. A cutting report, Form 820, will be made for the exchange case record and bearing that case designation. It will show, by species, the number of pieces, the volume scaled, and the value, with the total value equaling, at least within a few cents, the amount the purchaser has deposited in the special deposit fund on account of the exchange. An entry will be made on the back of this Form 820 identifying the sale, the scale book, and the numbers of the logs or pieces which make up the volume reported on the face of the form, as for example, "The scale herewith reported is recorded in detail in Scale Book D of the timber sale John Smith Lumber Co., 2/12/23, ——— National Forest, log numbers 500 to 1,467, inclusive, and 1,471." A separate check of the portion of the scale book involved should be made to catch up any errors before the exchange case is closed.

In the discretion of the supervisor, the officer in charge may keep the exchange scale record and the sale record entirely separate, or may combine them in notices, such as copies of approved cutting reports, furnished to the purchaser. The latter course is sometimes necessary if the purchaser sends a deposit to the district fiscal agent to be divided between a sale payment and a deposit on account of an expected purchase of exchange timber from a proponent. In such cases all timber cut from the original sale area may be recorded on the cutting reports of the sale and its value balanced against the total sale deposits and exchange credits to date; and segregation of the volumes cut under exchange from the total will be made in the supervisor's office for the card records and for the quarterly reports, using the cutting reports submitted in the exchange cases as the source of information.

ADMINISTRATIVE USE

FOR IMPROVEMENTS OR INVESTIGATIONS

REG. S-24. The Forester may authorize the cutting or use of national-forest timber for the construction, maintenance, or repair of roads, bridges, trails, telephone lines, drift fences, or other improvements of value for the protection or administration of the national forests, or for investigations.

Purpose.

Regulation S-24 authorizes the cutting or use of national forest timber by the Forest Service in connection with the administration and protection of the national forest and for investigative purposes. Clearing for road construction, the use of timber for bridges, cabins, and administrative pastures, and the cutting of timber for testing at the Madison laboratory are common examples. The granting of timber free of charge for the construction of telephone lines, either public service or private, useful in fire control was specifically authorized by the act of March 4, 1913 (37 Stat. 828). Exchanges of timber for labor, services, or material in the building of permanent improvements are, however, not authorized and will not be made.

Timber may be cut without charge under administrative use permits or under cooperative agreements with parties not entitled to free use if its cutting or use for the construction of improvements, such as roads, bridges, trails, and telephone lines, will be of benefit to the forest fully equal to the value of the stumpage. Free administrative use permits for timber may be issued to Federal or State fish hatcheries which cooperate in the stocking of streams within the national forests.¹¹⁵ Timber may be cut without charge for similar purposes and under similar conditions by special-use permittees under administrative use permits. In these cases the authority for permitting the cutting of the timber under Regulation S-24 is contingent upon the benefit to the forest as a property which will result from the cutting or use of the timber. Where this benefit is lacking or not clearly demonstrable and the cutting or use of the timber is primarily for the benefit of the holder of the occupancy permit, the instructions under "Timber settlement" apply if the timber is necessarily cut in connection with the occupancy, and needs for other timber should be met through the timber-sale procedure. The cutting or use of timber under Regulation S-24 is therefore confined to cases where the Forest Service cuts it for its own purposes or would do so if it had available the means with which to install the improvement.

Silvicultural and Protective Conditions Apply.

It is essential that any cutting done by the Forest Service or permitted by it for the advancement of its work be made with the same care to secure favorable conditions for future growth as in other forms of timber use. (See "Objects sought in the use of national-forest timber," p. 3-S.) In all such cuttings the creation of fire risks must not be permitted, and if the land is not to be used for purposes other than timber growing, the timber to be cut must be selected and the logging done in accordance with the approved instructions for sales in the region and type. In cutting or using timber to meet its own needs the Forest Service must set an example and do more rather than less than it requires of users of national forest timber under similar conditions.

Instructions to forest officers to construct specific improvements or to conduct specific investigations will carry by implication authority to cut or use national
Authority.

forest timber as may be necessary in connection with the work, such cutting or logging to be done in conformity with the instructions in the preceding paragraph. The officer approving an occupancy permit may authorize the cutting or use of timber by appropriate clauses of the permit (see "Timber settlement") or may issue an administrative-use permit to the occupancy permittee if the timber needed for construction can not be obtained from the land occupied and the improvement justifies the granting of administrative use. Officers approving cooperative agreements may similarly authorize the cutting or use of national forest timber in connection with construction work.

Administration.

Forest officers will designate cutting areas and mark or designate the trees to be removed as in timber sales. Timber used for forest improvements without charge either by forest officers, cooperators with the service or special-use permittees, and timber cut but not utilized for any purpose should not be scaled or stamped. Timber used by permittees or cooperators in structures to which they retain title should be scaled and stamped or, if the cost of doing so would be excessive, may be estimated in order to determine the value of the Government's contribution to the improvement in the form of stumpage used.

Disposal of Timber Cut and Not Utilized.

Timber cut in clearing for improvements but not utilized will remain the property of the United States and may be subsequently disposed of by sale or other forms of timber use as opportunity occurs. Measures for preventing deterioration in such timber by decking or otherwise should be required of cooperators when practicable. (See under Reg. S-29, "Disposal of timber not used or paid for.")

FOR PROTECTION OR STAND IMPROVEMENT

REG. S-25. The Forester may dispose of timber the use or removal of which is necessary to protect the forest from injury or to improve conditions of growth, by sale, free use, or otherwise, as may be most advantageous to the United States.

This authority may be delegated to district foresters, by them to supervisors, and by supervisors to their subordinates, in each case for amounts not in excess of those which these officers are authorized to dispose of by commercial sales, if payment is to be made for the timber; and, when no payment is required for the amounts these officers are authorized by Regulation S-26 to grant individuals under free use.

Purpose.

The purpose of Regulation S-25 is to enable the Forest Service to dispose of timber by any practicable means when that removal is urgent to better the forest as a property or to afford it better protection. (See "Forms of timber uses," p. 4.) The thinning of dense stands of young timber, the removal of snags likely to scatter fire, the removal of insect-infested trees, and the clearing of fire lines between bodies of national forest timber and areas of high fire risk are common illustrations. In disposing of timber under Regulation S-25, the dominant consideration is to remove the material and the minimum price limitations in timber sales do not apply.

Relation to Free Use.

Free use is largely a means for carrying out the policy expressed in Regulation S-25, but can be used only with applicants who have certain definite qualifications. (See instructions under Regulation S-26.) Where the timber which it is desired to remove for the benefit of the forest can not be disposed of under sale or free use, it may be given away without the limitations as to classes of permittees and quantities that govern in free use.

Policy as to Form of Timber Use.

It is the policy of the Forest Service to secure payment for material which it is urgent to get out of the forest if it has a sale value. Such material should be disposed of by sales at cost, or by commercial sale at any price it will bring. If the timber can not be sold, it should be offered to qualified free-use permittees. If removal can be secured by neither sale nor free use, an administrative-use permit for it may be issued without charge to anyone who will remove it and thus accomplish the desired improvement or protection of the stand. (See instructions under "Forms for administrative use.")

Authority and Procedure.

Unless otherwise stated in any authorization to make commercial sales, forest officers may make sales to accomplish the purposes of Regulation S-25 for amounts not larger than they may sell otherwise. (See Reg. S-14.) In such cases, the entire procedure is ordinarily the same as in sales for similar amounts, except that the wording given under "Forms for Administrative Use" will be inserted in the permit or contract if the prices are below the minimum rates in commercial sales for the forest and material concerned. When it would be disadvantageous to the United States to advertise the timber, the advertisement of sales in excess of \$500 in value may, with approval of the district forester, be omitted. (See Reg. S-7.)

The authority of a forest officer to give away timber of this character is the same as his authority in free use, and the procedure is the same except as provided under Forms. Timber cut under free administrative-use permit will be included in the ranger's annual free-use report to the supervisor. If paid for, it will be included in the reports of timber cut and sold as in other sales.

Forms for Administrative Use.

In disposing of timber under Regulation S-24, the standard clauses for sales, modified so far as is necessary, will be inserted in cooperative agreements or occupancy permits to secure the disposal of slash, the cutting of only marked or designated trees, and similar measures as may be necessary. No written requirements are necessary where the cutting is to be done by the Forest Service itself, but the instructions from the officer authorizing the work should be clear and specific with relation to the silvicultural and protective measures to be taken in connection with the cutting.

Where applicable, timber-sale and free-use forms may be used in issuing administrative-use permits under Regulation S-25, the title being changed to "Administrative use," and the following clause incorporated:

This permit is issued (or this agreement is approved) in accordance with the authority of the Secretary of Agriculture to dispose of timber whose use or removal is necessary to protect the forest from injury, or to improve conditions for growth, or for the construction of improvements of value for the protection or administration of the forest.

If the adaptation of the printed free-use form is not practicable, the following form of permit may be used:

(Case designation.)

Administrative Use Permit

Permission is hereby granted to_____of_____to cut and remove, within____ months from date, timber marked or designated by a forest officer consisting of _____, the removal (Dead trees, insect-infested trees, thinnings in young stands, or other proper description) of which is necessary for the_____of the (Protection, improvement, or administration) national forest. Said timber is estimated to be a total of_____(Give quantity, species, _____and is located on an area to be definitely designated by a forest and material) officer before cutting begins, of approximately____acres in_____(Describe location _____). The permittee agrees in consideration of the granting of the accurately) privilege herein applied for to cut and remove said timber in strict accordance with the following conditions:

(Insert regulations to govern cutting and removal of the timber)

This permit is issued in accordance with the authority of the Secretary of Agriculture to dispose of timber whose use or removal is necessary to protect the forest from injury, or to improve conditions for growth, or for the construction of improvements of value for the protection or administration of the forest.

The cutting or taking of any timber under this permit makes all of its conditions binding.

Issued at_____, this____day of_____, 19___

(Signature of issuing officer)

(Title)

FREE USE

BY INDIVIDUALS

REG. S-26. Free use may be granted to bona fide settlers, miners, residents, and prospectors for minerals, for firewood, fencing, building, mining, prospecting, and other domestic purposes. Free use of material to be employed in any business, as by sawmill operators or proprietors of stores, will be refused. The sale or exchange of timber or other forest products obtained under free use is prohibited.

Free use will be granted individuals primarily to aid in the protection and silvicultural improvement of the forests. Hence the material taken will, except in unusual cases, be restricted to dead, insect-infested, or diseased timber and thinnings. Other material may be taken in exceptional cases where its refusal would cause unwarranted hardship. On forests or parts of forests where limited supply or other conditions justify such action, the free use of green material may be refused. The aggregate amount of material granted under free use to any user, in any one calendar year, will not exceed \$20 in value, except in cases of unusual need when the supervisor may increase the amount to not over \$100 in value, and the district forester to larger amounts.

Supervisors may designate portions or all of national forests as free-use areas, and give public notice of their action. Settlers, miners, residents, and prospectors for minerals may cut and remove from these free-use areas, free of charge and without permit, under such rules as may be prescribed by the district ranger to prevent fire risks, injury to remaining timber, or confusion among users, any dead timber, or any green timber previously marked or designated by forest officers for the purpose, needed for their own use for domestic purposes. Similar material may be cut outside of a free-use area without permit in cases of emergency, but the person taking such material shall promptly notify the district ranger; and small quantities of material needed by transients while in the forest may also be taken without permit; but the kinds of material so taken and the location and manner of cutting must not be inconsistent with the purposes for which national forests are established. In all other cases permits will be required for green material.

Forest officers whom the supervisor may designate are authorized to grant free use of timber to individuals up to \$20 in value. Supervisors may grant permits for material not exceeding \$100 in value. District foresters may approve permits for larger amounts, and in times of emergency may delegate this authority to supervisors for not over \$500 in value. Prior review by the Forester will be given if the amount involved would require similar action in a sale.

District foresters may authorize supervisors to permit the removal of specific classes of material without scaling or measurement.

Purposes.

Free use is granted to aid the classes of individuals named in the regulation on the basis that (1) local settlers, miners, etc., should be allowed to secure timber or wood for domestic use from the forest and (2) their needs can ordinarily be met to the advantage both of themselves and of the forest as a property through granting material the removal of which will mean better protection or conditions of growth in the stands. Free use is thus an opportunity to carry out the administrative use policy discussed under Regulation S-25. In addition, it gives opportunity to meet emergencies caused by fire, interruption of transportation, fuel shortages, or other causes.

The protection and improvement of the timber resources of a forest or a part of a forest sometimes require that the free use of green timber be refused. This may be due to the presence of a limited supply in proportion to the demand, so that the cutting of green timber under free use would merely deplete the supply further without improving growth. It may also be due to the presence of large quantities of dead timber, suitable for the needs of free-use applicants, which should be utilized in preference to the cutting of green material.

To Whom Granted.

Dead, insect-infested, or diseased timber, thinnings, and inferior species which should come out for the benefit of the stand will be granted freely to bona fide settlers, miners, residents, and prospectors for minerals for firewood, fencing, building, mining, prospecting, and other domestic purposes without restrictions as to the wealth of the users, the status of their claims, or the available supply on their own lands. It can be granted under Regulation S-26 only to the classes of individuals, as such, named in the regulation. A resident will ordinarily be considered as a person living under such conditions that his relations to the forest are similar to those of settlers, prospectors, or miners. In cases of unusual need, especially in times of public disaster or in emergencies, other material which would normally be disposed of by sale may be granted and a broader definition of resident used temporarily. In no case, however, can free use be granted if the material is to be used for business purposes. (See also "Free use to claimants," under Reg. S-3.)

Relation to Sale at Cost.

So far as the needs of settlers and farmers can be met by granting material which should be disposed of for the protection or silvicultural improvement of the forest, and in other exceptional cases where refusal would cause unwarranted hardship, these needs will be met by granting free use under Regulation S-26. Otherwise the purchase of timber at cost will be required of settlers and farmers under the conditions given under "Sales at cost."

To Whom Refused.

Timber will not be granted free under Regulation S-26 if it is to be used for commercial purposes or for use in any business, as by sawmill operators, producing mines which are clearly beyond the prospect stage, or proprietors of stores or hotels. Neither will it be granted to companies or corporations. An officer or stockholder of a corporation, however, is not debarred from free use for his own home. Free use may also be given the proprietor of a small store or hotel if it will be used chiefly by himself or his family, as with the owner of a home in a small settlement who offers lodging and meals to occasional transients or to a few residents, but who obtains his livelihood chiefly from other business. Applications from those ineligible for free use under Regulation S-26 may sometimes be met, however, by granting timber which is a menace or hindrance to growth, under administrative use. (See Reg. S-25.)

Free use may be refused, in the discretion of the supervisor, to permittees who repeatedly violate the provisions of their free-use permits, or the conditions under which free-use areas are opened, and interfere with efficient administration.

Sale or Exchange Prohibited.

The sale of material obtained under free use or the exchange of a portion of it for the cutting, manufacture or hauling of the remainder, or the exchange of any of it for other commodities, are prohibited.

Amounts Granted and Their Valuation.

The amount of material granted any user in any one year can not exceed \$20 in value, except that, to meet an unusual need, this limitation may be increased to not over \$100 by the supervisor. Free-use material will be appraised in accordance with the same principles as timber sold. The valuation will not be at rates less than those prevailing for similar stumpage in current sales in the same locality.

Standard Rates.

At the beginning of each year supervisors will issue standard rates for the valuation of free-use material on their forests based on current prices in sales or in appraisals. Rates for a particular kind of material should be varied by ranger districts or other well-defined units as local conditions justify.

Free-Use Areas.

Free-use areas from which dead material, or green material marked or designated for the purpose, may be taken by the classes of persons and for the purposes named in the regulation will be established where compliance with the requirements of the service may be expected and where the character of the users or other administrative reasons make them advisable. Such reasons include a material reduction in the cost of administration, eliminating friction with users, and supplying their needs with greater dispatch.

The substance of the regulation and instructions as to persons entitled to free use, the purposes for which material may be used, utilization, fire protection, etc., should be enforced on free-use areas. It is not necessary, however, to define a maximum amount which may be cut by each individual. This is sufficiently

safeguarded by the limitation as to personal use. Repeated violation of service requirements on the part of individuals should result in the suspension of privilege in their cases by forest officers. General noncompliance will be a sufficient reason for the immediate closing of an area to free use without permit.

Free-use areas may be posted with Form 873 if necessary in the judgment of the supervisor. Posting can ordinarily be confined to points on the boundaries intersected by roads or trails.

In any case an announcement of the establishment of each free-use area should be published annually or periodically in a newspaper of general circulation in the region. Local newspapers will usually publish such an announcement as a news item, but if necessary, a concise advertisement may be inserted and paid for as is other advertising. Similar notices should be posted in post offices and other public places. Copies of newspapers containing announcements will be kept in the permanent records. Announcements and notices should specify the boundaries of the free-use area, the classes of persons entitled to the privilege, the kinds of material which may be taken, the purposes for which it may be used, and the requirements of the service as to utilization, disposal of refuse, etc.

Emergency and Transient Use.

The regulation provides for the cutting or use of timber in emergencies, and by transients for their needs for camp fires or similar uses. The cutting or removal of timber under this provision must not cause unreasonable damage to the forest, such as the cutting of young trees in plantations, seed trees left on sale areas, trees purposely left on camp grounds for shade and shelter, or witness trees.

Permits.

Permits, on Form 874-8 when applicable, will uniformly be required for green timber except that marked or designated purposely for free use on free-use areas, and may be required for dead material whenever in the judgment of the supervisor the advantages to be gained in protection and administration more than offset the lower cost of the free-use area system and its convenience to the public.

The duration of permits will be fixed by the issuing officer, but all permits must terminate on or before December 31 of each year.

Authority.

Nearly all free-use cases are handled by the local forces. Supervisors will designate subordinates who may issue free-use permits for not more than \$20 worth of timber, and may restrict this authority, if desirable, to certain classes of material or to specific territory. The establishment of free-use areas may make the delegation of authority wholly unnecessary on forests where the supervisor, with the approval of the district forester, has decided that conditions justify the refusal to grant green timber, or where the granting of green material is confined to marked trees on free-use areas. Ordinarily, the supervisor's authority to grant timber up to \$100 in value is sufficient to cover any case larger than the ranger is authorized to handle, but larger cases can be approved by the district forester or, in times of emergency, by a temporary authorization to the supervisor in accordance with Regulation S-26.

Administration.

Every effort will be made to secure better protection for the forest and better conditions for growth, and also to handle this service to the public economically. Wherever possible the cooperation of the users, especially the permanent residents of the locality, should be secured in accomplishing these objects. This cooperation may include:

1. Care in protecting reproduction and unmarked living trees through action by associations of users or through common understanding that the growing timber will be needed in the future by the present users or their successors, with report to the forest officer of failures to comply with the conditions under which free use is permitted.

2. The disposal of slash and care with fire by users without special attention by a forest officer, through action by associations of users or through the force of public opinion.

3. The voluntary reporting of amounts taken instead of scaling or measuring the material by a forest officer.

4. The opening of rough roads into free-use areas by organized groups of users.

5. The acceptance, as reasonable, of notifications that the forest officer will be at certain designated places on certain days to handle free-use applications or other business.

6. The submission of applications or the opening of new free-use areas during seasons when other work is relatively light.

Forest officers can, once a cooperative relationship with permittees is established, save much time in free-use work by (1) concentrating free use on areas convenient for users where the cutting or removal will give greatest returns in protection or better growth conditions, and marking or tagging the living trees which should be removed; (2) using the mails in issuing permits, in response to requests without waiting for requests from qualified residents who will probably want a permit later; and (3) sending applicants to places where they can get the desired material with the least effort, as on sale areas where tops and other material unsuitable for saw logs can be obtained easily.

In general, free use should be administered at as small cost in time and travel as will give prompt and cheerful service to users and secure the necessary results in protection and silvicultural improvement. The importance of the business should not be underrated, and the opportunity should be grasped to use it to promote the growth of timber, and to secure an understanding of the objects of the service by local residents.

Marking.

Live timber will be marked or designated in accordance with the principles outlined under commercial sales and the instructions issued by the district forester or supervisor. The cutting of green juniper, oak, aspen, etc., in woodland or nonsaw timber types may be covered by simple directions from the supervisor, without necessarily marking the individual trees to be cut. Thinnings in young stands, however, require careful marking. With dead timber it is usually sufficient to define the boundaries of the cutting area clearly by blazing or by reference in the permit or notice of free-use area to roads, divides, or other objects.

Scaling.

The scaling or measuring of free-use material may be omitted in individual cases in the discretion of the forest officer when it would require long special trips or time more urgently needed on other work. Supervisors should instruct their subordinates as to the conditions on the forest or ranger district under which scaling may be omitted. A sufficient check should be maintained to satisfy the responsible officer that compliance with the free-use regulations is secured.

The removal of specific classes of material without scaling or measurement may be authorized by the district forester. So far as practicable, statements of the amount and character of the material taken should be obtained from permittees; otherwise they will be estimated. Removal without measurement should be authorized where it is believed that substantial compliance with the regulations will be secured and it is possible by this means to reduce costs of administration, meet the needs of users with greater dispatch, or accomplish other definite administrative advantages.

Cutting Reports.

Cutting reports may be required by supervisors when necessary in large free-use cases to check the rate of removal and the amount taken against the terms of the permit.

Rangers' Records.

Rangers' free-use permits will be issued in duplicate on Form 874-8. The approved original will be given to the permittee and the duplicate filed alphabetically by his name in a promise-card box. All permits will be made to expire at the end of some month, and will be closed promptly upon expiration. The date of closing and the amount and value of the material taken will be entered on the back of the permit. No permit will extend beyond December 31 of the year of issue.

If Form 874-8 is used in supervisors' or district foresters' permits the original will be sent to the permittee and a carbon filed by the ranger with other permits. If a special form is necessary which can not be filed conveniently with other permits, an index card will be used and the permit filed with timber sales. Rangers will recommend the closing of supervisors' and district foresters' permits and immediately close the case in their own files. No record of rangers' permits need be kept in supervisors' offices.

Supervisors' Permits.

Supervisors' permits will be prepared in triplicate on Form 874-8, or on special sheets when necessary. The approved original will be transmitted to the permittee. The supervisor will retain the duplicate and forward the triplicate to the ranger. Supervisors may require reports in large or unusual cases.

District Foresters' Permits.

When an application exceeds the supervisor's authorization, he will prepare a permit in triplicate and forward two copies with the necessary report and recommendations to the district forester for approval. After approval the permit and report will be returned to the supervisor, who will transmit the original to the permittee and a copy to the ranger. No record of individual cases need be kept in the district office.

Rangers' Reports.

At the end of each calendar year, or at other times if required by the supervisor, each ranger will submit a report giving separately for live and dead timber the number of permits issued and the quantity and value of the material taken. This report will cover all free-use and administrative-use permits for which there is no charge, including those approved by the supervisor and district forester. The data will be incorporated in the supervisor's annual statistical report to the district forester.

The report will also give the estimated quantity and value of timber removed without permit from free-use areas, and the number of persons taking advantage of the privilege.

Free Use in Alaska.

REG. S-27. Bona fide settlers, miners, residents, and prospectors for minerals in Alaska may take free of charge green or dry timber from the national forests in Alaska for personal use but not for sale. Permits will be required for green saw timber. Other material may be taken without permit. The amount of material granted to any one person in one year shall not exceed 10,000 board feet of saw timber and 25 cords of wood, or an equivalent volume in other forms. Persons obtaining material shall on demand forward to the supervisor a statement of the quantity taken and the location from which it was removed.

The conditions on the national forests in Alaska justify the greatest liberality in granting free use, and make it impracticable to require permits for material other than green saw timber. The instructions under Regulation S-26 apply when not in conflict with Regulation S-27.

BY OTHER BRANCHES OF THE FEDERAL GOVERNMENT

REG. S-28. National forest timber will be granted free of charge to other branches of the Federal Government when authorized by law. Permits may be approved by forest officers for amounts not greater than they are authorized to sell under Regulation S-14.

Permits for timber will require the cutting and removal to be done in accordance with the conditions in current timber-sale contracts in order to preserve the living and growing timber, promote the younger growth, secure reproduction, and protect the forest from fire. The permittee may be required to report to the supervisor the amount of timber, by species, actually cut or may be required to furnish scalers for work under the direction of the forest officer in charge or, if authorized, to provide funds for the employment by the Forest Service of scalers to scale or measure the timber cut. The permittee may be required to dispose of the brush as cutting proceeds, or to employ men to work under the direction of a forest officer in disposing of the brush, or, if authorized, to provide funds for the employment of men for brush disposal under the direction of a forest officer.

To What Branches Granted.

National forest timber, earth, and stone may be granted free for the use of the Navy Department. (Act of March 4, 1915, 38 Stat. 1100). Under the same act these materials may also be granted to any branch of the Government for the construction of Government railways and other Government works in Alaska. Earth, stone, and timber may be granted to the Reclamation Service for the construction of irrigation works (act of February 8, 1905, 33 Stat. 706) and to that service or otherwise for use in the enlargement of projects at the expense of cooperators (act of February 21, 1911, 36 Stat. 925). The same materials may be granted to the War Department for use in the construction of river and harbor and other works in charge of that department. (Sec. 13, act of March 3, 1925, 43 Stat. 1186, 1197.)

On Military or Other Reservations Which are National Forests.

On military or other reservations which are also national forests, subject to the unhampered use of the department having jurisdiction for other than national forest purposes, the cutting of timber for use by the other branch of Government will be allowed without formal permit. So far as practicable, the needs of the other department will be ascertained in advance, and arrangements made to have the timber cut in the places and under such conditions as will promote or cause the least interference with national forest purposes. This aim will be to establish a cordial cooperation with the responsible officer of the other department and aid in meeting its needs.

Procedure.

The procedure in commercial sales will be followed in examining and appraising the timber, and in preparing and approving the permit, but no advertisement will be published and no bond required. The branch of the Government receiving the timber will be expected to place its contractors under bond to comply with the conditions of the permit, if a bond is necessary.

The regulation permits scaling and slash disposal to be handled in several ways, of which the one best suited to the conditions should be adopted. If slash disposal is to be done by a contractor, the branch of the Government issuing the contract should be requested to withhold payments on the contract in a sufficient amount to cover the cost of the work until it is finished to the satisfaction of the officer in charge.

Reports.¹⁵⁰

The amount of timber cut will be included in the ranger's annual free-use report, with a notation of the amount cut by each department or independent bureau. These notations will also be made in the annual statistics report for the forest. (See "Rangers' Reports," under Regulation S-26.)

TIMBER SETTLEMENT

REG. S-29. Timber may, without advertisement, be cut, damaged, or destroyed when necessary for the occupancy of a right of way or other authorized use of national forest land.

Payment will be required at the appraised market value of the timber, subject to a minimum rate equivalent to the estimated cost of administration, except:

(1) For timber the logging and sale of which are impracticable, but which is necessarily killed or cut but not used by any permittee.

(2) For timber, either used or not used, necessarily killed or cut in connection with land uses of such benefit to the national forest that other timber would be granted under Regulation S-24 if needed by the permittee for construction purposes.

(3) For timber necessarily cut and used by the permittee if other timber would have been granted to him for the purpose under free use.

Title to any timber not used by permittee and for which no charge has been made will remain in the United States.

Timber Settlement Defined.

Accounting for timber cut, damaged, killed, or destroyed on national forests in connection with the occupancy of land under permit or easement is called a "timber settlement." It is a settlement with the United States for property taken or rendered unusable for other purposes as an incident to some lawful use of national forest land. When the timber has a value, it is in effect a forced sale to clear the land for some other use than timber growing.

Policy in Requiring Payment.

In determining whether payment should be required in a specific case, it is necessary to consider:

1. Whether the timber which will be cut or destroyed but not used has a demonstrable stumpage value, either by itself or as part of a logging chance, since it would be unfair for the Government to require payment for valueless property. This is particularly important in the more remote portions of the national forests and with the broken stands of scrubby timber common in alpine types. A distinction is made between timber used by the permittee and timber necessarily cut or killed but not used. This is because the permittee has made practicable the logging and sale of the amount he utilizes. If the land were treeless, he would pay, under a sale, for the timber he obtained for construction purposes from other national forest land.

2. Whether the use of the land, if treeless, for the purpose authorized in the permit would justify the granting, under administrative use, of timber for construction purposes to the amount involved. If administrative use would be granted under such conditions, no charge should be made for the timber necessarily killed, damaged, or cut, unless the amount exceeds that which would be so granted, in which case the excess should be charged for, if the timber has a value.

3. Whether the user, if the land were without timber, would be granted free use of other timber for construction purposes. If so it would be unfair to make him pay for the timber which he necessarily cuts and puts to beneficial use.

Disposal of Timber Not Used or Paid For.

Timber not used or paid for remains the property of the United States and should be disposed of by sale, administrative use, or free use as opportunity arises. If the permittee wishes to remove such timber for use elsewhere, or to dispose of it to others, a sale of it should be made. The permits or stipulations will provide:

1. The United States reserves the right of sale or other disposition.

2. That the permittee shall, at the request of the supervisor, bank or deck the timber at designated places. Banking or decking will, however, be required only where opportunity for future sale or other use is probable and where equitable to the permittee.

Rates Charged.

Timber for which payment is required will be appraised in accordance with the standard methods followed in sales. Appraisals will include only classes of material commonly salable on the forest and will presuppose utilization in accordance with current sales practice. If the appraisal shows that the logging and sale of the timber are practicable, the appraised rates, subject to a minimum price equivalent to the estimated cost of administration, will apply to the entire amount of timber killed or cut. If, however, the appraisal shows that the logging and sale of the timber are impracticable and that the stumpage has no commercial value, the permittee will be required to pay for such portion of the timber as he will use at rates equivalent to the estimated cost of administration and no charge will be made for the remaining timber.

Payment on Scale or Estimate.

In all cases where timber can be scaled, measured, or counted it will be paid for as in a timber sale and under the same procedure.

Where payment is required for timber killed or destroyed but not cut or worked into measureable form, or where the method of cutting makes scaling impracticable, settlement may be accepted on an estimate of the quantity involved.

Payment for Timber on Claims.

Payment for timber cut on a right of way authorized by act of Congress across an unpatented claim, if required by the foregoing instructions, will be made to the United States except where its removal or use is necessary for the development or improvement of the claim. This requirement is not affected by the prior date of location or entry of the claim involved or the good faith of the claimant. If any such claimant subsequently needs timber for development or improvements and is unable to obtain it from his claim, he will be given the material required under free-use permit up to the amount cut from the claim. It is therefore necessary to keep separate records of the timber estimated or cut on each claim.

Examination and Appraisal in Timber Settlement.

A report on the timber which will necessarily be killed or cut will be submitted either with the special-use report or subsequently as the supervisor may determine most advisable, but always before cutting or destruction begins. An estimate of the volume involved will be included in all cases. If no stumpage charge will be made, an approximate estimate is ordinarily sufficient. If it is probable that payment will be made on the basis of the estimate it should be made with especial care, and preferably as in a sale by tree measurement. (See "Tree measurement," p. 95.) Particular consideration should be given to recommendations for protective and administrative measures, timber on claims and other private interests, utilization standards, and care or disposal of timber cut but not used or paid for.

A detailed appraisal is necessary only if payment will probably be required. If only the cost of administration will be charged, that cost will be estimated in accordance with the work to be required of forest officers, including the estimate, scaling if necessary, and supervision of brush disposal, and a reasonable sum for overhead expense.

Upon receipt of the report, the supervisor will record the case as in "Unadvertised sales," using a copy of Form 615 stamped "Timber settlement." This will be filed with the timber-sale cards.

Timber-Settlement Clauses.

Special clauses covering payment for timber cut or destroyed in connection with occupancy permits and the disposition of refuse are included in the various forms or stipulations as follows:

Form 80, railroad stipulations.

Form 81, stipulations in connection with irrigation, municipal, and mining easements.

Form 61, water-power stipulation.

Form 68, transmission-line stipulation.

Form 69, telephone, telegraph, and power-transmission-line stipulation.

Such modifications should be made in these clauses as are necessary to adapt them to the particular conditions in each case.

When, as in the case of Forms 832 and 854, timber-settlement clauses have been omitted in occupancy permits, it is intended that the cutting and removal of the timber in connection with the permit will be provided for by a separate sale, free-use, or administrative-use transaction.

Deposits.

Where a charge is made for timber, deposits will be required in advance of cutting or destruction. Letter of transmittal will be furnished the permittee as in sales.

Cutting Reports.

Cutting reports will be submitted where payment is required as in timber sales. If settlement is made on an estimate, one report stating the total estimated amount cut or destroyed will be submitted upon completion of the work.

All timber removed or used by permittees without charge will be reported under free use. No report will be made of timber cut but not used or paid for. Any portions of such timber subsequently sold or disposed of will be reported in the regular manner.

How Reported.

Stumpage for which payment is required will be included in reports of timber "sold" and "cut." Other timber used by permittees will be reported as "free use." Separate records should be kept on forests whose annual cut is close to the Secretary's limitation, as the district forester shall direct. Timber cut but not used or paid for will not be reported.

Closing.

Timber settlements will be closed when cutting is finished and brush properly disposed of, or if no timber is cut when construction work is completed, independently of the occupancy permits or stipulations. If timber is damaged or destroyed subsequent to closing the settlement, the case may be reopened.

Authority and Procedure.

Decision whether to charge for timber, and if so at what rates, will be made by the supervisor if he approves the special use or occupancy permit and (1) if the decision is based on the practicability of logging and sale and the amount of timber involved is within his authorization to sell, or (2) if the decision not to charge is based on the benefit to the forest or the fact that other timber would be granted the permittee under free use and the amount is within his authority to grant under administrative use or free use. In all other cases decision will be made by the district forester. In special use and occupancy cases (Forms 832 and 854) the timber settlement will be by sale, administrative-use permit or free-use permit, as may be applicable, with such changes in wording of the timber contract or permit forms as may be required. In other cases the stipulation will contain the necessary provisions concerning the timber which will be cut or killed, including the fire-preventive and brush-disposal requirements. The procedure will follow, so far as practicable, that in sales or administrative use, as may be applicable in each case under the foregoing instructions.

PLANTING

POLICIES IN PLANTING

Objects Sought in Planting.

In starting tree crops by planting or sowing the Forest Service has as its aims:

1. To add to the future timber supply, especially local supplies. The Nation needs all the timber that can be grown. National forest land that can grow timber but is not doing so must be brought into production.

2. To restore or establish the forest as a self-renewing cover, furnishing, in addition to timber, many indirect benefits, such as watershed protection, erosion control, lowering the fire risk to adjoining timber, or improving recreational and game conditions.

3. To demonstrate the practicability of planting, as an encouragement to the owners of other unproductive land chiefly suitable for timber growing.

4. To do the work economically, and with constantly improving results. Methods in both nursery work and field planting must be found which will reduce costs per acre successfully reforested. Every forest officer must realize the opportunities for bettering present planting practices, and whether assigned to specific investigations in this field or not, must watch the current and past work for possible economies and improvements. To this end careful records of all work done are essential.

General Policies.

It is the policy of the Forest Service to confine its planting work to unproductive areas, mostly old burns, which should be growing timber but are not now doing so. At present planting will not be undertaken on areas which will be covered with natural reproduction within a reasonable period, such as one-fifth of the rotation for the species and site; nor to replace usable but inferior species of trees with better kinds; nor, ordinarily, in timber sales as a substitute for silvicultural measures designed to secure natural reproduction. The policy is to add to the timber-growing area first, and to postpone planting to improve forests already established or to hasten slightly the time when an area will be completely stocked.

It is the policy to undertake planting first in those regions and on those sites where conditions are most favorable to success, where the best growth can be expected, and where the cost per acre of establishing the forest is least. The increase in the amount of timber grown will thus be greatest. It is also the policy to plant first in regions where the resulting timber crop will be readily available to supply local needs and industries. These policies rarely conflict. Both are exemplified by the work on the national forests in the Lake States. On the Nebraska National Forest, however, the need for local timber supplies in a naturally treeless region and the need for demonstrating the feasibility of planting in the region justify the work, although the cost per acre is higher than in some other regions.

It is also the policy to plant denuded lands on the watersheds of streams used for domestic supplies, irrigation, or water power, where choice of locations exists.

It is the policy to complete planting on projects rather than to reforest part of a project area and then to wait for the spreading of the tree growth from the dispersal of seed from the planted trees. Exceptions to this policy may be made with the approval of the Forester in the case of very large areas on which planting will become expensive because of the growth of brush. Similarly, it is the policy to plant on a spacing that will give a closed crown cover and full wood production for the site at least by the time the trees are 20 to 30 feet high. This requires a spacing of not over 8 by 8 feet or its equivalent, including any scattering natural reproduction. Closer spacing will be used on projects where the marketability of thinnings, anticipated heavy losses, or other reasons indicate it to be desirable, in the judgment of the district forester.

Concentration of Nurseries.

Nurseries with an annual output of one million trees or more produce sturdy planting stock at a lower unit cost than those of smaller size. Also, a nursery requires technical skill of a high order and experience if the best stock is to be produced at the lowest cost. It is therefore the policy to concentrate nursery operations in each forest region. The limitation on this policy is the practical one of whether the small trees of the species and form needed can be produced at a central nursery and shipped to the planting sites as satisfactorily and as cheaply as they can be grown on the forest where planting is to be done.

Size of Projects Favored.

It is the policy to concentrate field planting in projects of a size as large as is justifiable under the practical limitations of transportation of equipment and supplies, availability of labor, length of planting season, and availability of nursery stock. Scattered small planting projects are more expensive per acre planted than larger ones, and a planting crew gains skill with experience. Large-scale operations also give opportunity to grow in the nursery the class of stock best suited to the particular sites involved. Consequently, field planting will be largely concentrated in any one season on a few projects in each district. Experimental plantations to test species, class of stock, and methods are not restricted by this policy, however, and other exceptions may be made when desirable in the judgment of the district forester to meet unusual conditions or to use small amounts of nursery stock that would not otherwise be planted.

INVESTIGATIONS IN PLANTING

Intensive experiments, with as exact control of all factors as is practicable, should be conducted at experiment stations and elsewhere before large-scale operations are undertaken in any region. These experiments will determine the species to be used and the best methods applicable to the types in which the work is necessary. For example, the limitations of direct seeding instead of planting nursery stock can best be determined by careful experiments in each region. Projects should be included in the district investigative program.

Investigations should be continued after large-scale operations are begun, to determine better and cheaper methods and to devise means of preventing losses and wastes. Plantations or sowings previously made should be studied carefully and frequently, to determine whether the methods and stock used have given satisfactory results. Research methods are also necessary in many phases of nursery work, as in the testing of seed which should always precede sowing, and in the maintenance of soil fertility.

PLANTING SURVEYS AND PLANS

Extensive Planting Surveys.

Definite knowledge of the extent of the planting job on each forest, including the location, size, and character of each area which should be planted, is necessary to enable the work to be done in accordance with the policies. This information will be furnished by district rangers to the supervisor, checked by him on doubtful points, and submitted to the district forester. The data should be as detailed as is practicable without instrumental surveys, and can usually be shown on available base maps. Care should be taken to exclude areas which are reproducing naturally, and to show areas on which planting will be normally easy as contrasted with those which will be difficult on account of dense brush, unusually rocky or thin soil, adverse exposures, or for other reasons. Corrections should be submitted as conditions change, and the district forester will require a general review of the existing record on any or all forests at such times as he deems necessary. Specially qualified men may be assigned to secure this information, especially if the need for or practicability of planting is doubtful, but each district ranger is responsible for furnishing the necessary data for his district, indicating any areas which should be examined by men of greater experience in planting to settle doubtful points.

The data secured will be used in preparing a program of planting work for each national forest district and for the service.

Intensive Planting Surveys and Project Plans.

In each district in which planting work is conducted, a series of projects for the next three to five years will be selected for further examination by or under the direction of the supervisors of the forests concerned. This survey will result in a definite plan for planting the land, including:

1. The area to be planted and its location, to be determined by the use of compass, pacing and sketching on the best base map available or with the preparation of a topographic map suitable for use as the project map if no suitable base map exists.

2. The species, amount, and class of stock to be used, by definitely determined subdivisions of the project areas if conditions vary enough to require different treatment.

3. The order in which the different parts of the project area should be planted.

4. The method of planting, by species and class of stock if these vary.

5. The size of crew which should be employed each season and the period during which the work should be done.

6. The camp sites which should be used, and the improvements in roads or trails which should be made before work is begun.

7. The source of labor, equipment, and supplies, and the best means of transportation to the project area.

8. Recommendations for the organization for handling the work, in view of the experience of the local force in planting activities.

This plan should be made far enough in advance to enable the nurseryman to plan for an output of the species and class of stock best suited for the particular project. This usually means from three to five years before the planting is done.

District Planting Plan.

From the data made available by the extensive planting surveys and such intensive surveys as have been completed, each district forester will prepare a plan for the planting work in his district for from three to five years, and will revise and extend this plan as needed. The number and size of planting projects and the corresponding output of the nurseries will be determined on the basis of instructions from the Forester, who will indicate the probable allotments to districts from the anticipated special appropriations for this work for at least three years in advance. The plan will show what projects are to be undertaken and, for each planting season, the area to be planted or sown, the estimated cost, the expected source of the trees or seed, and the species, class of stock, and amount of each. It will constitute instructions to the officers in charge of the nurseries to grow these amounts of the species and classes of stock by the time they will be required. A copy of the plan will be sent to the Forester, preferably as part of the district planting report. Unless modified by the Forester, the plan will control the work on the forests in the district.

ORGANIZATION

Nursery Supervision.

Nurseries established to supply chiefly the forests in which they are situated should ordinarily be administered by the supervisor. Nurseries which supply several forests may, in the discretion of the district forester, be administered as part of the district office, like any other central source of supplies.

Soil Fertility in Nurseries.

The maintenance of soil fertility is essential to the production of good planting stock at the lowest cost and to supply it in accordance with the program for field planting. The officer in charge of a nursery should consider this important and controllable factor as one of his definite responsibilities, and the foundation of a stable output of the classes and quality of trees which he is required to furnish.

Surplus Stock Production.

It is also the policy to sow seed for the production of a larger quantity of planting stock than is called for by the planting program. This is to guard against unexpected losses or forced changes in that program. If an actual surplus results, strict grading before shipment can be done, small additional projects can be supplied, and finally the remaining stock can be sold or given away. (See "Cooperation with private owners," p. 134.) The extra expense of sowing for an overproduction of 10 to 20 per cent has proved to be cheap insurance against unforeseen losses and the disruption of planting programs.

Project Supervision.

Supervisors are responsible for planting projects on their forests. Assistance by details of experienced men from other forests or from the district office should be furnished when necessary. Details of inexperienced men are often desirable to train men for future work on other forests where projects are to be undertaken.

Supervisors may make district rangers responsible for the field work on planting projects or place some other qualified officer in charge, as the circumstances of each particular case may indicate.

Seed Collection.

Every forest officer is responsible for noting good opportunities for collecting needed tree seeds from the area in his charge. With some species, years of abundant seed production occur in any locality only at intervals and it is therefore important that information concerning local seed crops be made available. Reports (Form 977) on seed crops in his district will be submitted by each ranger through the supervisor in any season when requested by the district forester.

Whenever seed of desired species and quality can be collected by the Forest Service more cheaply than it can be purchased, instructions to collect seed will be issued by the district forester to the supervisor of the forests on which are the best chances to get it. The work should be concentrated on areas where seed of the species and from the locality desired can be secured at least expense, considering both cone collection and extraction costs. Storage at a central point, such as a nursery, is usually advisable. If seed is purchased, its regional and sometimes its local source should be known.

RECORDS AND REPORTS

Records of Plantations.

A complete record of each plantation or sowed area is necessary if the results are to be of value in future work. Forms 134 and 135 will be used. The card record, Form 133, may be used or large sheets giving a similar summary may be substituted for it by the district forester for his district. Project maps will be brought up to date each year as planting progresses and will be kept permanently on file. If areas are replanted or reseeded, this fact should be shown on the map and records.

Designating and Marking Planting Areas.

Each area to be planted or sown will be given a project name, preferably that of some local topographic feature. Each subdivision of this project area which is planted or sown with different species, mixtures, age classes, with seed from different sources or trees grown from seed of different sources, or which is planted or sown by different methods, or which is planted or sown at different times, will be given a separate number; but small interior patches, not exceeding 5 per cent of such a subdivision, planted with different stock or by different methods because of varying site conditions, need not be so segregated. A single series of consecutive numbers will be used for each project with the letter "P" or "S" prefixed to indicate a plantation or seeding area, as P-1, P-2, S-3, etc. Replanted and reseeded areas should be given separate numbers in the same series as the original areas. Small scattered plantations not constituting part of a definite planting project should be classed as miscellaneous projects and may be numbered serially for the forest as a whole, but this should be avoided so far as possible.

Plantations and seeding areas should be plainly marked by blazed trees, substantial posts of durable wood, or stone monuments. These should be marked with the number of the plantation or seeding area and the month and year when the work was done, as P-1, S-1, etc., on the side toward the area. One or more corners should be tied to Land Office survey corners or, in unsurveyed country, to topographic features, the locations of which are known.

Checking Results.

It is important that the results of all reforestation operations be closely studied in the field by district and forest officers to ascertain the reasons for success or failure and enable the experience gained to be intelligently applied. Detailed periodic inspections should be made and the findings made a part of the permanent record on Form 135 with proper summary notation on the back of Form 133 or in the corresponding summary record. To make reliable the findings in regard to survival, small sample plots, so located as to cover the different physical conditions on the planted area, should be laid off at the time of planting or seeding, and marked by staking each tree or seed spot on them. A convenient form of these plots is one or more lines of staked trees running diagonally through the plantation, thus sampling the work of each planter, as well as covering varying site conditions.

The minimum standard for systematic inspections to determine survival and causes of loss is to examine in the first, third, and one later year after establishment, and to give such additional inspections as may be necessary to secure useful data, especially during the period when losses are apt to be large. District foresters will determine for each forest or project the year of the third examination; will establish standards of greater frequency of inspections of this character if needed; and will determine whether the inspections should be considered part of the investigative program.

The standard for inspections to determine growth, suitability of species as shown by growth or persistent losses not connected with the method of planting or class of stock used, the effect of methods of planting, spacing, etc., on resistance to windfall, form of development, necessity for thinnings, spread of reproduction from the planted area, and similar matters, is one inspection a decade. Standards of greater frequency will be established by district foresters if necessary to secure useful data. Permanent plots, usually different from those studied for survival, are often the most practicable means of procuring these data.

Annual Nursery Report.

The supervisor or other officer responsible to the district forester for a nursery will submit an annual nursery report by January 1. Copies will be retained at the nursery and, if made by the supervisor, in his office. It will consist of (1) a summary discussion of the work during the preceding calendar year, (2) the plan for future work, providing for an output of trees in conformity with the approved program of field planting projects to be supplied from that nursery, and (3) a summary of the costs of the work done and an estimate of the allotment necessary to carry out the plan of operation during the next fiscal year and in subsequent years so far as such future requirements can be foreseen definitely.

In the discretion of the district forester, this report may be combined with the supervisor's annual planting report.

Supervisor's Planting Report.

In addition to the annual statistical report, the supervisor of each forest on which planting or sowing has been done during the preceding calendar year, or is contemplated during the year to come, will submit a report to the district forester by January 1. This report should state by species the areas planted or sowed during the year, the methods used, the costs, and results obtained so far as known. Full discussion should be included of any variations from previously used methods, implements, crew organization, supply systems, protection precautions, or other points of interest for possible use or adaptation elsewhere. The report should also discuss the results obtained in plantations or sowings of previous years in the light of examinations made during the past year, whenever these results are indicative of desirable changes in present methods or practices. The purpose of this portion of the report is to make a definite record of what has been done, in order that economies and satisfactory practices may be used more widely and costly or unsatisfactory methods may be avoided in the future.

The report should also show in detail the planting and sowing work as planned for the following spring and for the next fiscal year, in accordance with the district planting plan, including, by projects, the area to be reforested, the species, class of stock, and number of trees or amount of seed to be used, season of work, proposed organization, and any other pertinent information. Recommendations for work in subsequent years should be given, to be correlated with similar recommendations from other forests in the district plan.

District Forester's Planting Report.

The district forester will submit to the Forester by March 1 an annual report on the planting work in his district. This should be largely a discussion of concrete results obtained, policy which it is recommended be followed, and a summary of the district planting plan brought to date. Plantations or seeded areas of special interest and problems of particular importance should be discussed. The results of previous planting, as shown by examinations made during the year and the results of other studies, should be summarized and a discussion given of changes, either made or proposed, in policy, plans, or methods in the light of these results. A summary of the planting situation in the district should be included. This can be put conveniently in tabular form, showing by forests the area artificially reforested to date and the remaining area needing planting or sowing, according to the latest extensive planting surveys. The measures taken to assure continued fertility of nursery soils, the plan for the production of the planting stock needed to carry out the planting plan, the measures taken or planned to

secure seed of the species and quantity desired, and other pertinent information in regard to the nurseries in the district should be stated concisely.

A copy of the report will be sent to each district forester who is conducting planting work, for his information. The reports from all districts will be used by the Forester in correlating the work for the service as a whole in accordance with the established policies, and specifically as the basis for the notification to the several district foresters concerning the scale on which future planting work should be planned.

Cost Keeping in Planting.

An accurate record of the cost of producing planting stock at nurseries, of field planting, of intensive planting surveys, and of seed collection is required. The Forest Service must know what each step in the operation of reforesting a given area costs, including its proper proportion of indirect costs, such as the first cost and maintenance of improvements or equipment used directly or indirectly in connection with many projects or areas. It is, for example, essential to know the cost of different classes of nursery stock, such as two-year-old seedlings and transplants, in order to determine whether it is cheaper per acre successfully planted to use a large number of seedlings, with a greater loss after planting, than a smaller number of more expensive transplants, with less loss after planting.

Forms for this cost keeping are available on requisition from the supply depot. Detailed instructions are printed on these forms or are issued in mimeographed form. Supplemental instructions will be issued by district foresters.

COOPERATION IN PLANTING

Cooperation with Private Owners.

The Forest Service is glad to advise landowners in regard to planting, but is not authorized to furnish planting material either free or at cost except for small amounts in a limited portion of Nebraska. Many States furnish their citizens with small trees for forest planting, and the experiment station at Mandan, N. Dak., furnishes trees under certain conditions for planting on privately owned lands east of the Continental Divide in portions of Montana, Wyoming, North Dakota, and South Dakota. Applications for trees or seed will be referred to the State Forester or other proper State or Federal official if the request may be met by them. Otherwise applicants must ordinarily be informed that the Forest Service will be glad to advise them as to what, how, and when to plant, but can not furnish material. An exception may be made, however, when applicants can be furnished, without cost to the Government, unsalable surplus stock that would otherwise have to be destroyed as unusable.

The district forester concerned is authorized to issue appropriate instructions for the handling of planting stock distribution in Nebraska under the special legislation applicable to a portion of that State.

Cooperation with States.

The act of June 7, 1924, commonly called the Clarke-McNary Act, authorizes cooperation with States in the procurement, production, and distribution of forest tree seeds and plants for the purpose of establishing windbrakes, shelter belts, and farm wood lots. The financial cooperation premeditated by that act may be accompanied by cooperation beneficial both to the reforesting of private lands and of the national forests (1) by the operation of combined nurseries with the accompanying reduction in the cost of output by unit quantities through the prorating of overhead over a larger volume and (2) by similar joint seed collection. In either case, a satisfactory form of cooperative agreement is one under which the job is handled by the service or by the State, producing predetermined quantities of material for the other at actual cost. This form of cooperation is distinct from the financial cooperation in the State project of securing the establishment of windbreaks, shelter belts and farm wood lots on farms. In the projects of joint nurseries or combined seed-collection projects, no additional expenditure of Federal funds from the national forest planting appropriation is involved, but rather a saving in those funds and a corresponding saving in the State funds and in the Federal appropriations for cooperation in the State planting project.

Cooperative agreements for nurseries or for the collection of seed to be used jointly in national forest planting projects and in the State projects will be drafted by the district assistant to the solicitor and will be approved by the Secretary of Agriculture. If desired, provision for this form of cooperation may be made in a separate paragraph in the agreement with the State for cooperation under the provisions of the Clarke-McNary Act, although the legal authority for the former cooperation is not found in that act.

Cooperation in Experiments.

Planting stock from Forest Service nurseries or tree seeds may be used in experimental planting in cooperation with individuals, other Federal bureaus, State experiment stations, or others. Projects of this character should be included in the district investigative program, and the amount of material to be furnished provided for in planning nursery output.

Assistance from Other Bureaus of the Department.

The Bureau of Plant Industry, the Bureau of Entomology, the Biological Survey, and other bureaus of the Department of Agriculture have information of the greatest value in nursery and planting work, and sometimes are able to furnish experts for the study of particular problems. Full advantage should be taken of these opportunities to secure assistance, and the facilities of forest service nurseries should be made available freely for aiding these cooperating bureaus in their investigative work. Specimens of trees apparently infected with diseases, of insects which appear to be causing damage, of rodents destructive to sown seed or injurious in other ways, of soils for which analysis is desired, or similar pertinent material should be obtained in accordance with the instructions from the bureau concerned, carefully tagged for identification with the correspondence, and forwarded to the proper bureau through the Forester's office, or sent directly to the field representative of the bureau if this procedure has been previously agreed upon.

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GRAZING

GRAZING

The Secretary of Agriculture has authority to permit, regulate, or prohibit grazing in the national forests. Under his direction the Forest Service will allow the use of the forage crop as fully as the proper care and protection of the forests and water supply will permit. The cattle and sheep which are grazed in the national forests bear an important relation to the supply of beef and mutton in this country, and every effort will be made by forest officers to promote the fullest possible use of grazing resources. The utilization of forage grasses and plants also reduces the fire danger and helps protect the forests. In addition to national forests where the livestock industry is of special importance, existing grazing privileges will be continued at first, and if a reduction in number is afterwards found necessary stockmen will be given ample opportunity to adjust their business to the new conditions. Every effort will be made to distribute the stock on the range satisfactorily in order to secure greater harmony among the users of the forests, to reduce the waste of forage through unnecessary movements of stock, and to obtain a more permanent, judicious, and profitable use of the range.

The leading objects of the grazing regulations are:

1. The protection and conservative use of all national forest land adapted to grazing, under principles conforming to the natural conditions surrounding the forage resources.

2. The permanent good of the livestock industry through proper care and improvement of the grazing lands, under principles conforming to the requirements of practical operation.

3. The protection of the settler and established ranch owner against unfair competition in the use of the range.

It is expected that the stock owners will earnestly cooperate in carrying out the regulations.

There is no law which gives an individual or corporation the right to graze stock upon national forest lands. The grazing of such lands may be allowed by the Secretary of Agriculture only as a personal privilege. This privilege is a temporary one allowable under the law when it does not interfere with timber production or watershed protection. It is transferable only within the limits and restrictions set forth in these regulations.

Stock owners have been suffered to graze their stock upon the public lands of the United States under certain conditions of occupancy, residence, and ownership of improved land or water rights. This use, continued throughout a long period of years, has in the absence of congressional legislation become the accepted custom in many communities, even receiving the recognition of certain of the courts. It is allowed, however, only by passive consent of the United States. By force of the presidential proclamation creating a national forest, such passive consent ceases and is superseded by definite regulations issued by the Secretary of Agriculture under the authority of Congress. Grazing stock upon the forests, except in accordance with these regulations, is trespass against the United States.

Permits will be issued to graze a certain number of livestock in each national forest, or part thereof, so long as no damage is done by such stock. A reduction will be made from the number of stock grazed during the previous season if, owing to the number grazed or the method of handling the stock, damage is being done to the forest, and in extreme cases all stock will be excluded.

Except as provided under the regulations, all grazing permits are issued upon a per capita charge.

AUTHORIZATION

REG. G-1. The Secretary of Agriculture in his discretion will authorize the grazing of livestock upon the national forests under such rules and regulations as he may establish.

The Forester will prescribe the number and class of stock to be grazed on any national forest on which grazing has been authorized by the Secretary.

INSTRUCTIONS AND PROCEDURE

Grazing Authorizations.^a

The grazing of any class of stock upon any part of a national forest is allowed under authority of the act of June 4, 1897, by the Secretary of Agriculture, whose regulations govern the use of public lands within the national forests *and are supreme, even though the State law is in conflict with them.* When not in conflict with the Federal law or regulations the State law is binding.

The Secretary's authorization to the Forester permitting grazing on a national forest will be in blanket form for each 10-year period, beginning with the calendar year 1925. It will be based upon a tabulated statement submitted by the regional forester to the Forester before the beginning of each 10-year period showing the estimated carrying capacity of each forest for all classes of domestic stock expressed in numbers of animals and animal months, and recommending for each class of stock the number of animals and animal months that should be authorized on each forest.

In the discretion of the regional office the permitted use of any class of livestock on a national forest during any season may vary in terms of animal months not more than 10 per cent above or below the number last specifically authorized by the Forester or the equivalent number reduced from sheep to cattle units in a ratio of 5 to 1. If the total number of animal months to be permitted on a national forest exceeds the above limitation, the regional forester must secure the approval of the Forester.

Authorizations Based Upon Carrying Capacity.^a

The authorization for each forest will be based upon the most reliable carrying-capacity estimate obtainable. Within the discretion of the regional forester, carrying capacity may be expressed in terms of animal months. Such a figure will be equivalent to the number of animals allowed on any given range, multiplied by the average length of season.

As a general rule, the carrying capacity of a range or forests is the number of animal months of feed available during a normal year when utilized to the extent that from 10 to 25 per cent of the palatable vegetation is left at the end of the grazing period and approximately 25 per cent of the palatable species, evenly distributed over the area, is allowed to reach seed maturity. The specific amount of palatable forage that should be left at the end of the grazing period will vary with range types and forage species and the needs of protecting related resources; it should be determined by the regional forester for each important type and set of range conditions occurring in the region.

^aAmdt. No. 309, effective May 28, 1931.

In cases where the carrying capacity has not been previously determined to a fair degree of accuracy by reconnaissance or actual use by stock, extreme care should be exercised in its determination. In such cases the first step should be to divide the range available for each class of stock. Using a similar range with a known carrying capacity as a check on judgment, a fair estimate can be obtained. This estimate should, so far as possible, be based upon the normal season, and should not be varied from year to year to meet departures from normal conditions, except when needed for forest protection. Increased capacity due to natural conditions known to be abnormal should not be accepted as ground for permanent increases in the number of stock. The number of stock should in every case be low enough to prevent damage to the forest. In regions subject to severe drought, the estimated carrying capacity should be low enough to allow a margin of safety of at least 10 per cent.

Lands Considered in Carrying-Capacity Estimate.

The carrying capacity of all Government lands within the national forests not otherwise reserved or closed to grazing for protective purposes, unsurveyed school sections, and unsurveyed lands within both the primary and the indemnity limits of railroad grants should be considered in the estimate.

Lands Not Considered in Carrying-Capacity Estimate.

In preparing estimates the supervisor will not consider the carrying capacity of the following classes of land:

Patented lands of any character.

Subsisting mining locations.

Forest land closed to grazing.

Entries under United States land laws.

Indians allotments.

State lands granted or selected under acts of Congress.

Surveyed and selected railroad lands within either the primary or indemnity limits or other selections provided for by law.

Subsisting squatter's claims.

and where the carrying capacity was not given by

them. This system is not used, and should not be varied from year to year to meet

due to natural conditions known to

allow a margin of safety of 20%

lands considered in carrying capacity estimates. Carrying capacity of all Government lands within the national forests may

new lands or reduced lands

following classes of land:
1. National Forests and National Monument
2. National Game Preserve

3. National Wildlife Refuge

4. National Monument or National Game Preserve not by law
5. National Monument or National Game Preserve not by law

Stock Chargeable Against Authorization.

All stock upon which fees are paid and those exempt under Regulation G-2 are counted against the number of stock authorized by the Forester.

In cases where stock are grazed on one forest a part of the season and on another forest the remainder of the season, each forest authorization should be charged with its proper pro rata share of the number of stock involved.

When a portion of a forest is placed under the administrative control of the supervisor of another forest, if the stock are to use the adjacent forest for the entire season, the number for which paid permit is issued should be charged to the authorization of the forest furnishing the grazing, and the supervisor issuing the permit should furnish two copies of the permit to the other supervisor for his information. (See "Range in two forests.")

Stock Not Chargeable Against Authorization.

Stock grazed free of charge under Regulation G-4, free permits issued under Regulation G-9, crossing permits issued under Regulation G-5, and all animals under 6 months of age at the time of entry, which are the natural increase of stock covered by permits, are not chargeable against the authorization.

Authorization Must Not be Exceeded.

Except as otherwise provided, the total number of stock allowed under paid permit and Regulation G-2 upon the forest at any one time during the year must not exceed the number authorized by the district forester under Regulation G-1.

When the issuance of permits for different short periods causes the total number of stock covered by all permits issued during the year to exceed the number authorized, an explanatory note should be added in making the annual report at the end of the calendar year.

Authorizations on New Forests or Additions

When forests are created or additions made after the beginning of the grazing season the Secretary of Agriculture, except under unusual circumstances, will authorize the grazing use of the area free of charge and without permit until the beginning of the next grazing year, by all persons who have regularly used the range during preceding years for any class of stock. With this exception the grazing regulations will thereafter be fully applied and the area administered as other national forest land. If necessary for the proper control of grazing upon newly created forests or additions, the supervisor may issue herders' identification cards to persons who show priority in the use of the range, retaining a record of each card.

When grazing lands are acquired under the act of March 1, 1911 (Weeks law), the supervisor should not issue permits prior to the formal notification to assume control of the lands.

Stock Census on New Additions.

During the first season a forest or new addition is under administration the supervisor should ascertain the names of the stockmen using the range and the number of each kind of stock they are grazing upon it, and obtain any other information necessary for him to make proper recommendations in reference to grazing allowances, periods, rates, and the division of the range into grazing districts.

APPLICATIONS AND PERMITS

REG. G-2. Every person must submit an application and secure a permit in accordance with these regulations before his stock can be allowed to graze on a national forest, except as hereinafter provided and unless otherwise authorized by the Secretary of Agriculture. The Forester may authorize the issuance of grazing permits for a term of years within a maximum of 10 years. A term permit shall have the full force and effect of a contract between the United States and the permittee. It shall not be reduced or modified except as may be specifically provided for in the permit itself and shall not be revoked or canceled except for violation of its terms or by mutual agreement. The grazing regulations shall be considered as a part of every permit.

The few head of livestock in actual use by prospectors, campers, and travelers, or used in connection with *permitted* operations on a national forest, or not to exceed 10 head of milch, work, or other animals owned and used for domestic purposes by bona fide settlers residing within or contiguous to a national forest may be allowed to graze free, under such restrictions as the Forester may prescribe.

All stock grazed under paid *permit* on national forests must be actually owned by the *permittee*.

INSTRUCTIONS AND PROCEDURE

Exempt Animals.

Within the limits established, the 10 head of milch, work, or other animals used or to be used for domestic purposes, may include horses, cattle, hogs, goats, or sheep kept for providing the families of settlers with food. A settler owning only 10 head or less of stock which are neither milk, work, nor other animals kept for domestic purposes will be required to apply for a permit and pay the grazing fees, while a settler who resides within or contiguous to a forest owning any number of stock may be allowed to graze 10 head of such exempt stock free of charge.

Discretion of Supervisors in Exempt Use of Range.

It is within the discretion of the forest supervisor to decide the number of stock allowed to graze free within the limitations of this regulation, the only restriction being that the animals must be used or kept for the purposes mentioned.

Stock allowed to graze free will be subject to all the restrictions imposed on stock for which fees are paid. The supervisors may refuse free grazing where other forest interests are being injured. He may also, in his discretion, require all free stock to be covered by permit.

Transportation Companies.

Where persons, corporations, or transportation companies are grazing large numbers of animals which are used regularly in transporting travelers or freight within national forest, the stock must be covered by paid permit.

Whenever it is necessary to close areas for the accommodation of the traveling public and issue permits to persons, firms, or corporations engaged in the packing business, such permittees need not possess the qualifications required for regular grazing permittees but may be required to possess such other qualifications as the supervisor may deem necessary to provide adequately for the traveling public.

Special Concessions to Indians.

Special concessions may be made by the Forester to Indians who are enrolled upon the records of the Office of Indian Affairs and who are dependent upon national forest ranges for the pasturage of their stock. Such concessions will not apply to intermarried white persons. In all cases where it appears that concessions should be made to Indians a report will be made by the supervisor to the district forester, in duplicate, who will forward a copy of the report to the Forester with suitable recommendations.

Notice to the Public.

Publicity will be given each year to the grazing allowances, periods, fees, date for receipt of applications, and other information needed by range users, by means of news items, circular letters, or posters.

Notification of Permittees.

All persons who held permits during the previous year will be notified of the date upon which applications for grazing permits must be filed with the supervisor. After the initial permit is issued no new application for a term permit will be required until the beginning of the next term permit period.

Application Should be Complete.

All applications for grazing permits must be submitted on forms furnished by forest officers and the information necessary to complete the application must be furnished in detail. Forest officers should require that every question contained in application forms be answered by the applicant, either affirmatively or negatively. The information required to complete the forms serves as a basis for the apportionment of grazing privileges and constitutes an essential record maintained by the Forest Service. All statements should be complete and should be checked and verified.

Applications Covering Two Classes of Stock.

Where an applicant desires to graze two classes of stock on a single forest, one application may be submitted including both classes, and a cross reference made in the supervisor's files.

Statement of Ownership.

Since an applicant is classified by the total number of stock he owns or expects to purchase, the application should be filled out accordingly.

Certified or Sworn Statements.

The supervisor may require an applicant to appear personally before him and answer all questions regarding his application, or he may require the applicant to submit a sworn statement with his application setting forth all material facts. The penalty for false statements of essential facts should be the refusal or revocation of permit as provided by Regulation G-19. Personal appearance should be required only where complete data can not be secured by some less expensive means.

Under the same authority any permittee may be required to submit for inspection all books, papers, and records pertaining to the purchase, sale, or ownership of any livestock grazed under permit or for which an application is filed for a permit by any individual, partnership, or corporation. Such information shall be considered as confidential unless the interests of the United States require its use in court proceedings. (See "List of stockholders.")

Applications Covering Stock to Be Purchased.

An applicant who does not own the stock for which permit is desired, but whose prior use of the range entitles him to consideration, may secure a grazing permit on his certification that the stock will be purchased. Satisfactory evidence of legal title to the stock will be required before it is allowed to enter the forest. (See "New class A applicants without stock.")^a

When applications for permits are made to graze stock which are to be purchased a statement to that effect must be made on the application.

Marks and Brands of Stock.

If the application shows that the stock to be grazed bear marks or brands not recorded in the name of the applicant or known to be his property, proof of the actual ownership of such stock should be required before application is approved.

If the stock actually placed upon the forest is not marked or branded as shown in the permit or with a mark or brand known to be the property of the permittee, the permittee should immediately be required to submit acceptable proof of ownership or else to remove the stock from the forest.

Final Date for Receipt of Applications.

Applications must be received, range allotments made, and permits issued before the beginning of the grazing season. This necessitates fixing a date sufficiently in advance to enable the supervisor to complete the work of issuing the permits. The date having been widely published, it will be assumed that the applications on file that day represent all applications for the use of the forest range entitled to consideration and the supervisor may proceed to allot the grazing privileges.

Action on Application After Final Date.

The applications having been acted upon and the notices of approval forwarded no changes will be made to accommodate persons who failed to file their applications in time, unless their failure was caused by circumstances which, in the supervisor's opinion, warrant a readjustment of range allotments. Negligence or failure to exercise ordinary diligence will not be considered a satisfactory reason for the approval of an application after the date set.

In case the total number of any kind of stock applied for before the date which has been set does not equal the number authorized to graze on the forest, late, supplemental, or new applications may be approved at any time until this number has been reached.

^a Amdt. No. 69, effective Jan. 1, 1928.

Method of Approving Applications.

The supervisor will immediately notify the applicant of the approval of his application by a letter of transmittal (Form 861-G) showing the number of stock for which the application has been approved, the period, and the fees to be paid. Any unusual conditions may be noted on the form. Whenever an amendment or a correction is made, or a supplemental or temporary application is approved, the notice will be marked "Amended," "Corrected," "Supplemental," or "Temporary," etc. A duplicate of each Form 861-G issued will be sent to the district forester at once and a triplicate filed in the supervisor's office.

Form 861-G for term permits will designate the year for which payment is to be made, thus: "Term permit, first year."

Applications may be amended, supplemented, temporarily canceled, approved, or disapproved.

Method of Disapproving Applications.

When a grazing application is either wholly or partially disapproved the supervisor will notify the applicant by letter, giving the reason for his action, and will send a copy of the letter to the district forester. A standard form letter may be used, but it must show the number of stock applied for and furnish the applicant with adequate and conclusive reasons for the disapproval of his application.

District foresters may authorize supervisors to omit submitting copies of letters in cases of disapproval.

Method of Canceling Applications.

Upon receipt of notice that the applicant does not intend to pay the fees or accept the permit, or if for any reason the permit is not issued afterwards, the supervisor will close the case and mark the card "Canceled." The applicant will be informed at once of the action taken and the reasons for it, and a copy of the letter will be forwarded to the district forester.

Special Rules or Stipulations.

A digest or summary of any special rules which have been approved by the forest supervisor or district forester under authority of Regulation G-18 may be incorporated in each permit, or furnished each permittee allowed to use the range within which the rules are effective.

The same action must be taken concerning any other requirements, stipulations, or limitations which the district forester may direct the supervisor to place thereon, as for example, the closing of specific areas to stock.

Range Description in Permit.

The range to be occupied should be clearly stated either by a full description, including areas closed to grazing, or a map accompanying and made a part of the permit. Closed areas should be shown on the map.

Temporary Permits.

When temporary permits are issued to settlers on unimproved land, they should be marked "Temporary pending additional qualifications."

Permits allowing the temporary use of any unallotted range within a forest should stipulate that no grazing preference is given, and that renewal of the permit may not be allowed during the following year, and the words "temporary permit not renewable" should be written or stamped across the face of the permit in red ink.

Association Permits.

Whenever a livestock association recognized under Regulation G-18 desires to submit an application, the district forester may, in his discretion, authorize the supervisor to issue an association grazing permit covering all the stock that the association members would be entitled to graze upon the range.

The qualifications of the individual owners of the stock involved in an association permit will be determined by the forest supervisor in accordance with the instructions under the various regulations, and such stipulations incorporated in the association permit by the supervisor as will secure faithful compliance with the regulations by each owner.

Any owner will have the right to appeal in the usual manner from any decision made affecting him.

The association will pay the grazing fees.

Authorization for Term Permits.¹⁵¹

The Forester will authorize the issuance of term permits on such forests, or for such portion of the authorization on each forest, or for such districts of a forest, as in his opinion may be justified by the conditions.

When there is doubt regarding the number of stock which may be provided for permanently on any forest without injury to the range, the issuance of term permits will be deferred until such investigations have been concluded as may be necessary to determine the facts, or restricted to such number of stock as in the meantime can be grazed with safety. Although term permits are subject to reduction when necessary to prevent damage to the forest or range, wherever possible, it is important that needed reductions on overgrazed ranges, be made before the issuance of term permits.

Term Permits, Definition of.

A term permit is a permit for a period of years. It is subject to limited reductions only. See "Reductions." Term permits will be considered as beginning with the opening of the grazing period the first year the permit is effective and ending with the close of the grazing period the year the permit expires.

Term permits are binding contracts between forest officers as representatives of the United States and the persons to whom the permits are issued. They can not be modified or revoked except as provided by their stipulations or by mutual agreement. In order that a clear understanding of its terms may be had a special clause will be inserted in the permit as follows:

"This permit is a binding contract between the permittee and the United States. It can not be revoked or canceled except for violation of its terms or by mutual agreement. The number of stock specified herein can not be reduced more than — per cent for distribution purposes and ¹ — per cent for all purposes during the term specified.

Term permits will be issued for a period of 10 years beginning with the calendar year 1925. Term permits issued after the calendar year 1925 will continue for the unexpired portion of the term-permit period.

Application for Term Permits, Approval.¹⁵¹

When authorized by the Forester, applications may be approved for permits for a period of years. On forests where the issuance of term permits has been approved, applications for such permits received subsequent to the initial year will be approved for the unexpired portion of the period so that all term permits on that forest will expire the same year.

Application for term permits will be made on Form 879 or Form 925 (G-4) as the case may require.

Applications for term permits will be approved only for applicants holding established grazing preferences and owning commensurate ranch property, or for fully qualified new applicants, or in exchange for the use of private lands. (Reg. G-4.)

In the event the authorization for a forest is not sufficient to provide for all established preferences and fully qualified new applicants or for increases to small owners, the applications from qualified class A permittees for either annual or term permits will be approved first. The applications of qualified class B applicants may then be approved for either annual or term permits for the remainder of the authorization.

¹ To be used where authority to make reductions shall be retained.

Application for term permits will be approved or disapproved in the usual manner. Each permit will be issued for the entire period covered by the approved application. At the time the supervisor notifies all applicants for grazing permits of the approval of their applications and the amount due for grazing fees, he will notify each holder of a term permit of the amount due on it for the coming grazing season, furnishing the usual forms, letter of transmittal (Form 861-G), etc.

Issuance of Grazing Permits, How Permits are Prepared.

Upon receipt of notice by the supervisor that the fees have been paid a permit (Form 656) will be issued. It will be prepared in triplicate. The original, accompanied by the original letter of transmittal, will be sent to the permittee, one copy to the ranger in charge, and one copy filed in the supervisor's office.

Validation and Continuation of Permits.

For succeeding years, on receipt of notice that the fees have been paid, the supervisor will advise the permittee that his permit is validated and continued in force and effect for the grazing season by the use of a rubber stamp as follows: "This receipt validates your permit for the ensuing season as shown on this form, which is made a part of your permit."

In case a permittee owns more stock than the number for which his application can be approved, permit or validating letter of transmittal may be withheld till he makes a satisfactory showing that the excess stock will not be allowed to trespass on the forest.

Changes in Permits.

Permits may be amended, extended, canceled, revoked, made supplemental, made temporary, or renewed.

The words "temporary" and "supplemental" should not be used indiscriminately. A supplemental permit is not necessarily temporary, while temporary permits may very often be supplemental.

If it becomes necessary to make changes in the range originally allotted to the permittee, the supervisor will notify the permittee in advance of any changes by letter.

Term permits should ordinarily stand for the entire period. Changes in number of stock or grazing periods will be shown in the letter of transmittal, which will become a part of the permit and govern in these matters. Any other changes necessary during the term period will be taken up with the permittee by letter. No change, however, will be made unless it is essential to the protection of the forest. In the event a change is made, any equity in range improvements will be safeguarded to the fullest extent consistent with good forest administration. (See "Reductions.")

Class A term permittees grazing less than the protective limit may file amended applications, covering an increased number of stock.

Annual and Term Permits on Same Forest.¹⁵¹

Applications for annual permits will continue to be approved on forests for which term permits are authorized. Consideration will be given such applicants for the available range in accordance with the existing regulations.

Date Yearlong Permits Will Begin.¹⁵¹

Yearlong permits in each district will begin on the date specified by the district forester.

Range in Two Forests.

When a range used by an applicant is located in two adjoining forests, either supervisor, with the consent of the other, may issue the permit with the understanding that stock is to be grazed upon both forests. Two copies will be sent to the other supervisor.

The supervisor approving the application will compute as closely as possible the proportion of the total fee which will be earned by each of the forests upon which the stock will graze, and will show by footnotes on the body and stub of the letter of transmittal the amount which should be credited to each forest.

Permits Do Not Authorize Grazing on Private Land Not Released Under Reg. G-4.¹⁵¹

Persons holding permits for ranges which embrace patented lands or valid claims under the homestead and mineral laws should, if necessary, be warned that the permits issued by the Forest Service do not grant authority to graze stock upon any except national forest lands and that the use of private lands and valid claims must be with the consent of the owner or claimant.

The Government is not responsible for the intrusion of permitted stock upon private lands. Controversies between the owner of the stock and the owner of the land must be settled in the State courts under the State laws.

Herder's Identification Card.¹⁵¹

The owners of stock which is kept under herd upon the national forests may be furnished with cards (Form 976) for the identification of their herders by forest officers.

District Office File and Check.

As duplicate letters of transmittal are received in the district office they will be examined and filed alphabetically under forest guides.

The district forester may require such check to be made of these notices as is necessary for a proper audit.

Designation and Filing.

Applications for grazing permits will be designated by the name of the applicant, initials indicating the kind of stock for which permit is desired, and date of application. Approved applications, including those for term periods, will be filed alphabetically or by districts in two divisions, one including applications to graze cattle, horses, or swine; the other, applications to graze sheep and goats. Amended applications will be marked "Amended" and bear the same designation as the original. Supplemental applications will be designated by the dates they bear and not by the date of the original application, but will be marked "Supplemental" to show their relation to the original application. Amended and supplemental applications will be recorded on the original card, Form 621, one line of the card being used for each transaction.

Card Record.

Each approved annual or term application will be recorded upon a record card, Form 621, which provides for a record covering a period of 10 years.

All the information required by the form should be entered upon the card.

The figures covering the number of stock for which temporary permit will be issued should be made in red ink. Refunds will be recorded by a note in the "Remarks" space or on the margin of card; for example, "Refund—1912," which will refer to detailed record contained in folder.

Cards, How Filed in Case.

Behind each guide card will be placed a second guide card bearing the caption "Unpaid," back of which all cards will be placed when grazing applications are approved and the cards filled out.

As rapidly as the fees are paid and permits issued, the cards will be placed in front of the "Paid" guide card, which will provide a means for immediately finding delinquents.

ON-AND-OFF PERMITS

REG. G-3. Persons owning stock which will graze on range, only part of which is national forest land, may be granted permits for such proportions of their stock as the circumstances appear to justify, but may be required so to herd or handle their stock as to prevent trespassing by that portion for which a permit is not granted.

INSTRUCTIONS AND PROCEDURE

Objects of On-and-Off Regulation.

This regulation is designed solely to provide for cases where only part of a natural range unit is national forest land, and where the economical use of the entire unit can be secured only by the utilization of the forest land in connection with the other land. The regulation contemplates a movement of the stock, governed by natural conditions, between the forest range and the adjoining outside range, or between forest land and intermingled private land. Only under such conditions should an "on-and-off" permit be granted.

Proper Designation.

This class of permits is sometimes erroneously called "drift permits," both in correspondence and the permits themselves, a practice which leads to confusion. Permits issued under Regulation G-3 should in all cases be designated as "on-and-off" permits.

Outside Range Must be Part of Natural Unit.

The "on-and-off" privilege should not apply to lands not dependent upon or related in their use to the forest lands. Permits should be issued only on the basis of the natural unit partly included within or dependent upon the forest. For example, if a person grazes 1,000 cattle on a range of which one-fifth is a natural unit containing one-half forest land, his permit for 100 head of cattle should provide for the grazing of 200 cattle on range 50 per cent forest land, and not for the grazing of 1,000 cattle on range 10 per cent forest land.

Where occupancy of forest lands is continuous and not intermittent, the district forester, if he considers such action advisable, will establish short grazing periods and require payment for the full number of stock grazed upon forest land.

Conditions Warranting Issuance of On-and-Off Permits for Sheep or Goats.

"On-and-off" permits for sheep or goats may be issued for portions of the range along the forest boundary not sufficient in area to support a band of sheep or goats during an entire established grazing period, which can only be utilized in connection with the adjoining outside range. Where portions of the outside range can only be used to advantage in connection with watering places located within the national forests, "on-and-off" sheep or goat permits may be issued.

On-and-Off Private Lands.

Sometimes the ownership of private land within a national forest is unknown, or the owner does not object to its use without compensation or lease. In such cases permits may be issued for the adjoining range under the provisions of this regulation and the grazing fees paid only on the stock which will be grazed upon national forest land, but the permittee must agree to remove all stock in excess of the number covered by the grazing permit if deprived of the use of the private lands by the owners or lessees thereof.

When Applicant Controls Over Half of Allotment.

Where more than one-half of the land comprising the range allotment is controlled by the applicant, ordinarily an "on-and-off" permit may be issued. The waiver of exclusive use of unfenced private land is not necessary unless the interests of the Government especially demand it.

The permit will be issued only for the proportionate number of animals which will use forest range during the season, but will contain the following proviso:

"This permit is issued with the understanding that ——— head of ——— will be grazed on range ——— per cent within the national forest and ——— per cent outside. It is further understood and agreed that if the permittee allows a greater number of stock belonging to him than is herein provided for to graze upon the foregoing range unit of which the national forest is a part during the period this permit is in effect, the 'on-and-off' clause shall immediately become null and void, and the grazing upon national forest lands of a number of stock in excess of that upon which grazing fees have been paid shall be considered as a grazing trespass and treated accordingly."

All permits of this class should be plainly marked: "On-and-off permit." Only the number of animals upon which fees are charged will be counted against the number authorized by the Secretary of Agriculture, but in determining the permittee's status or class the total number will be considered.

Term permits may be issued for "on-and-off" stock, but should conditions change in any year the supervisor will adjust the number of stock to meet the changed conditions and amend the permit by a letter to the permittee.

PRIVATE GRAZING LANDS WITHIN NATIONAL FORESTS

REG. G-4. Persons who own or have leased unfenced lands within any national forest, and who agree that the United States shall have exclusive possession of such lands, may secure permits allowing them to graze upon national forest land free of charge the number of stock which the private lands will support, provided such an exchange will not be disadvantageous to the Government. Such permits will be subject to the same restrictions regarding the use of the range as permits issued under other regulations. •

INSTRUCTIONS AND PROCEDURE

Purposes of Private Land Regulation.

It is the purpose of this regulation to give owners or lessees who desire to waive the use of their unfenced private land within the forest for grazing purposes an equal amount of usable forage on Government land, and to provide a means by which ranges containing private lands can be most advantageously used.

There is no legal obligation on the part of the Government to issue permits under this regulation. Forest supervisors should decline, therefore, to issue permits where (1) the class of stock is objectionable for silvicultural or other reasons, (2) where any grazing will injure watershed or other forest resources, and (3) where the owner or lessee has demonstrated his unwillingness or inability to observe grazing requirements.

The owner or lessee, however, has legal right of ingress and egress to his land for lawful uses and is entitled to a crossing permit under Regulation G-5. In the event that trespass occurs on or any damage is done to national forests in connection with the use of private land, immediate action should be taken under the trespass procedure.

Ownership of Stock.

Stock grazed under this regulation need not be owned by the person or persons to whom the permit is issued.

Crossing to Private Lands.

Permits to cross a national forest with stock which will be kept upon private lands, the owners or lessees of which do not desire to waive the right to its exclusive use, will be issued under the provisions of Regulation G-5.

Grazing of Sheep and Goats.

The privilege of grazing sheep and goats upon national forest lands under this regulation will be allowed only upon such ranges as are open to this kind of stock.

Subject to Special Rules.

Owners of stock grazed under this regulation must comply with any special rules issued under Regulation G-18, and must pay annually their proper pro rata charge during the period in which the association is allowed to collect reimbursements for improvements constructed under the provisions of that regulation.

Determination of Carrying Capacity.

In every possible instance where such information has not already been obtained, the grazing capacity of the lands offered as the basis of the free permit and the advantages of the exchange should be determined by field examination and reported upon Form 251. Reasonable allowance for the value to forest users of the improvements on private land to which exclusive use is waived will be made in determining the grazing capacity of such land.

When Advantageous.

In the issuance of permits under this regulation, it is intended that the Government shall be compensated for the use of the forest lands by equivalent use, through stock under paid permit, of the private land to which the right of exclusive use has been waived. When the private lands are so situated and of such character that they will not be occupied by stock upon which fees have been paid to an extent approximately equal to the occupation of forest lands by the stock under free permit, the Government will not be adequately compensated for the use of its lands, and the exchange should not be made.

Determination of Status.

Before issuing permits under this regulation, the supervisor must determine that the title of the land has passed from the United States and that the applicant has the right to its use. Where copies of leases are not available, copies of correspondence, receipt for fees paid on leases, or other satisfactory evidence may be accepted in lieu of a copy of the lease. No grazing preferences will accrue through use of the national forest under this regulation.

Allowances for Private Lands.

The following rules will govern grazing allowances on account of unfenced private land within the exterior limits of national forests when it is desired to allow the use of national forest lands upon a waiver of the exclusive use of private land:

Unperfected entries.—Bona fide settlers who have made homestead entries, but have not yet made final proof, may be allowed free permits for grazing upon national forest lands the number of animals their lands will support.

Persons who have filed upon lands within the national forests under laws not requiring residence may be allowed free permits for grazing upon national forests the number of stock their unfenced lands will support, after they have made final payment for the land.

Indian allotments.—Owners or lessees of Indian allotments may be allowed permits for grazing upon national forests the number of animals the land will support, provided that patent has issued or a lease has been executed upon the blanks of the Indian Office and approved by the Commissioner of Indian Affairs.

Mining claims.—Persons holding unpatented mining claims within a national forest have the right to the grass or other forage upon such claim needed for stock used in connection with the development of the claims, but they have no right to dispose of the forage to any other person or to collect rental for the use of the claims for grazing purposes. Such unperfected mining claims, therefore, can not be accepted as the basis for a permit under this regulation.

Squatters' claims.—Bona fide squatters upon unsurveyed lands may be allowed permits for grazing the number of animals their claims will support, provided no claim exceeds 160 acres. No conflicting claims will be recognized until their status has been determined by the Department of the Interior.

State selections.—Persons who have applied to purchase or who have leased from a State any lands which have been selected under authority of an act of Congress, and the lists of which have been filed with the Commissioner of the General Land Office but have not been approved, will be allowed the use of these lands for grazing purposes pending final action upon the validity of the selections.

In permits based upon the right to the use of unapproved State selections the following clause should be inserted:

"And provided, That the issuance of this permit gives no right to the use of the above-described lands except for grazing purposes. In case the selection made by the State is disapproved, this permit shall thereafter be null and void."

Railroad lands—Surveyed or selected.—Surveyed railroad lands within the primary limits of a grant are acceptable as the basis for the issuance of free permits under this regulation. Lands selected by the railroad company within the indemnity limits of a grant are not acceptable until after the selections have been approved by the Secretary of the Interior.

Unsurveyed railroad lands.—The use of unsurveyed, unselected lands within the primary and indemnity limits of railroad grants will be allowed only in accordance with the grazing regulations under regular paid permits.

Term Permits in Exchange for Private Lands.

On forests where the issuance of term permits has been authorized, G-4 permits for the term period may be issued in cases where the owners or lessees of the lands involved waive the right to the exclusive use of the private land for the same period and where the carrying capacity of the private land has been accurately determined.

Procedure.

The application for a permit under this regulation must be accompanied by a personal certificate of title showing the description and ownership of the land, and, if leased from an owner, a copy of the lease or other satisfactory evidence, and must state the number and kind of stock for which permit is desired, the range which it is desired to occupy, and the period during which the stock will remain upon the forest. Permits will be subject to the same restrictions regarding the use of the range as permits issued under other regulations.

When an application is received, card record (Form 403) will be made showing the name and address of the applicant, the acreage of the land owned or leased, the number of each kind of stock to be grazed, the location of the range to be occupied, and the grazing period. The cards will be filed alphabetically behind the record cards for the regular paid permits.

The application (Form 925), report on the grazing capacity of the land (Form 251), and the duplicate copy of the permit (Form 656a) will be placed in a folder and designated according to instructions. The permit will be written in triplicate, the original sent the applicant, the duplicate filed, and the triplicate sent to the ranger in charge of the district.

CROSSING PERMITS

REG. G-5. Persons wishing to drive stock across any portion of a national forest for any purpose may be required to secure a crossing permit. The Forester in his discretion may authorize the issuance of permits free of charge or may establish a charge for crossing privileges.

INSTRUCTIONS AND PROCEDURE

Purpose of the Crossing Regulation.

This regulation is for the purpose of allowing a reasonable movement of stock across national forest lands for any legitimate purpose, but under controlled conditions which will insure that the crossing privilege will not be abused and will not result in damage to forest lands or related interests.

When Issued.

In the discretion of the forest supervisor, all persons wishing to drive stock across any portion of a national forest for any purpose must secure a crossing permit.

When Refused.

Crossing permits may be refused when there is danger of injury to or contamination of the domestic water supply of a city or town; injury to or interference with main established highways or areas being artificially reforested or forested areas of exceptionally high fire hazard during a period of bad fire weather; or under any other conditions where possibilities of loss or injury are such that the privilege may properly be denied.

Driveways Established by Supervisors.

Whenever it appears necessary for stock to cross regularly any portion of a national forest and undue injury to other interests will not result, the supervisor may establish suitable driveways.

The driveway should be as short and as easy of passage and access as the character of the country and the protection of other interests will permit. It should be established with care for the interests of permittees using adjoining ranges. It is most important that it should be clearly marked with posters, since prosecutions for straying therefrom can not easily be maintained in the absence of such notices.

Quarantine Requirements.

It is absolutely essential that persons crossing stock comply with the regulations governing the national forests and with the quarantine regulations prescribed by the Secretary of Agriculture and the State authorities. Unless they do so the privilege may be denied them, but the condition of stock as to contagious or infectious diseases will be determined by the proper Federal or State authorities. Compliance being assured, and if the privilege will not expose the national forest to damage or the regular permittees to financial loss, the permit should be issued without delay and with the fewest possible restrictions.

Classification of Crossing Permits.

Crossing permits will ordinarily not be required when the period of crossing is short, when the stock will be driven along a public highway and will not be grazed upon national forest land, or, when such crossing will not interfere with national forest administration or other related interests.

Free crossing permits.—Free crossing permits will be issued under the above circumstances when good national forest administration or the protection of other related interests do not make the issuance of permits objectionable and when the crossing period is not over 5 days.

Charge crossing permits.—Charge crossing permits will ordinarily be required under all other circumstances, except in the case of grazing permittees whose use of national forest lands for crossing purposes under charge conditions can be provided for in connection with the established grazing seasons.

Basis of Charge When Made.

Charges under this regulation will be computed in accordance with the instructions under Regulation G-10.

Driveway Limitations.

Forest officers should endeavor to provide, within the limits of the regulations, for the full use of driveway privileges consistent with the best interests of the forests and the livestock industry. Where the demand for crossing privileges is in excess of what can be allowed without injury to the forest or the dependent livestock industry, limitations on stock permitted to cross the forest will be established by the district forester.

Priorities.

Where driveway or other limitations require the establishment of priorities, the following classification should be observed: (1) Stock under forest permit. (2) Stock to be grazed on owned or leased land within the forest. (3) Stock not under permit that must be driven across the forest to market or to other range in order to avoid imposing a serious hardship upon the stock or the owners. (4) Stock not under permit that are to be moved to market or to a different range, but that could be moved by rail or by a different route than across the forest without working a serious hardship upon the stock or the owners. (5) Stock not under permit whose owners desire to move them across forest land en route to other feed grounds as a matter of convenience rather than necessity or for the obvious purpose of gaining feed en route.

Procedure.

Applicants for crossing privileges must make their applications to the supervisor or such other officer as he may designate, sufficiently in advance of the date when such privilege is to begin to enable the forest officers properly to handle the details of the business. The application must state the number of stock to be driven, the date of starting, and the period required for crossing.

Before issuing a permit to reach private land, the forest officer may require a written statement of ownership of the land or a copy of the lease thereof.

Applications for crossing permits may be made either in person or by letter, and the permits issued to either the owner or person in charge of the stock.

Issuance of Permits.

Upon receipt of a crossing application, and after determining whether such application can be approved under existing limitations, the authorized forest officer will in the case of free permits issue the necessary permit. Where a charge is involved a notice of the amount due will be sent the applicant as his notice of approval, and upon receipt of the crossing fee or notice of receipt of payment, the crossing permit will be issued. Crossing permits will be issued in triplicate (Form 874-17), one copy delivered to the applicant, one copy retained by the issuing officer, and one copy sent to the supervisor, who will file it in a folder marked "Crossing permit."

Period Effective.

The dates between which the permit may be used should include a period sufficient to provide against unavoidable delay. To illustrate, where the time required to cross a forest is 4 days, the permit may be made effective for 15 days, with a proviso that not more than 4 days will be used in crossing.

Interforest Crossing Permits.

When stock is to be driven across more than one forest, it should not be allowed to enter the first forest until crossing permits have been obtained for the others.

Where customary routes of travel or stock driveways cross two or more adjoining forests, interforest crossing permits may be issued under an agreement between the supervisors. The permit will be issued on the forest which the stock first enter and will grant the privilege of crossing all of the forest land traversed by the driveway. Copies of interforest crossing permits will be forwarded to all supervisors concerned.

Crossing to Private Lands.

If the land is uninclosed and the applicant does not desire to waive the right to its exclusive use, the stock must be so handled that the animals will not intrude upon adjoining forest areas.

Crossing to Dipping Vats.

It is inadvisable to allow unpermitted sheep to cross national forest lands to be dipped at a vat on the forest. Where there is no available dipping vat outside of the forest, however, and where compliance with the Federal or State quarantine regulations is involved, the use of dipping vats located within the forests may be allowed for one season.

The supervisor will determine for each vat on his forest whether the circumstances warrant the granting of this privilege and the restrictions which should govern it, and will instruct his rangers accordingly.

Crossing to Shipping Points.

If a shipping point within a national forest is the only one reasonably accessible to persons grazing stock outside, the supervisor may allow crossing privileges under such restrictions as are necessary to protect the interests of regular permittees.

PROTECTIVE, EXEMPTION, AND MAXIMUM LIMITS

REG. G-6. For purposes of equitable distribution, the stabilization of the stock industry, and the prevention of monopoly, the Forester may authorize the establishment of protective, exemption, or maximum limits in numbers of stock for any area or areas.

The protective limit is the number of stock for which the permits of class A owners of improved farms devoted to the production of diversified crops or those who otherwise meet class A qualifications will be exempt from reduction in their renewal, except when sufficient reductions for range, forest, or watershed protection can not be made on preferences in excess of the protective limit.

The exemption limit is the number of stock below which the preference of no owner of dependent commensurate ranch property used primarily for the production of livestock will be reduced for purposes of distribution.

The maximum limit is the number of stock above which an increase in preference to any person, firm, or corporation may be refused. Maximum limits will apply with equal force and effect to preferences covering livestock the possession of which may be transferable under a lease, option, contract of purchase, or other form of agreement. The Forester may authorize the district forester to suspend the maximum limit or apply it to equitable interests in special cases.

INSTRUCTIONS AND PROCEDURE

Limits, How Computed.

A permittee's status as to either protective, exemption, or maximum limits will be determined by considering all classes of stock. For example, if the established maximum limit for a forest is 200 head of cattle or 2,000 head of sheep, a permittee grazing 100 head of cattle (50 per cent of the maximum limit) and 500 head of sheep (25 per cent of the maximum limit) under permit could not by purchase and waiver increase his preference by more than 25 per cent of the maximum limit for cattle or 25 per cent of the maximum limit for sheep. In other words, the percentages when combined may not exceed 100 and come within the limit considered.

Protective Limits—General Purpose.

Protective limits, in the absence of exemption limits, define the maximum number of stock that an individual, partnership, or corporation can own and be in class A. A protective limit is designed to provide the number of stock that can be handled at a profit as a subsidiary farm enterprise and contribute its proper share toward maintaining the productivity of a farm devoted to diversified crops.

How Determined.

Due to differences in dependency between communities, the district forester may establish different protective limits for the same range unit. The protective limit will usually be fixed at the average number needed to maintain a diversified farm and livestock operation. The conditions existing in the locality will be given consideration in preference to computations of operating expenses, investments, and profits.

Exemption Limits.

There are localities where the number of permittees is so large in relation to the amount of range available that the average number owned by the permittees is very small, and a very low protective limit is advisable. Yet within these same localities there are ranches devoted primarily to the production of livestock and often unsuited to diversified farming. In such cases an exemption limit may be established. It should ordinarily be figured at the number which will constitute an economic unit or herd of stock. An economic unit or herd of stock is the smallest number that can be run at a reasonable per capita cost and in accordance with good livestock and range management.

An exemption limit will be established wherever needed to prevent inequitable reductions in herds operated on dependent and commensurate ranches devoted primarily to livestock production, unless the same purpose is served by the protective limit in that range unit. Where both stock ranches and diversified farms are dependent upon the national forest range, both limits will be established, the exemption limit applying to the former and the protective limit to the latter.

While no reductions for distribution may be made on preferences below the exemption limit where commensurate and dependent land is owned, reduction for protective purposes may be made, though not ordinarily until all preferences over the exemption limit have been reduced to it. Increases in preferences between the protective and exemption limits will be allowed only by purchase under the provisions of Regulation G-9, or by grant where there is surplus range.

Maximum Limits—General Purpose.

Where necessary to prevent monopoly, maximum limits will be established by the district forester by districts, forests, or groups of forests. They should not be so low as to restrict sales in permitted stock unnecessarily nor so high as to restrict unduly the distribution of grazing preferences. The maximum limit will ordinarily be from four to eight times the exemption limit, or the protective in the absence of an exemption limit, but should not usually be higher than the largest preference. The economic requirements of the locality will be given due consideration in establishing the maximum limit. Maximum limits apply only to established preferences and may be suspended by the district forester in special cases.

The maximum limit does not apply to permits issued under Regulation G-4 or to permits issued under a cooperative agreement with a State, corporation, or other large owner of land.

Membership in Firms or Corporations.

In order to prevent monopoly, the total number of stock permitted to a firm or corporation is charged to every member thereof. This principle will apply to any new firms or corporations applying for grazing privileges which include in their membership any members of a firm or corporation or any other persons who already hold grazing permits.

For all purposes of permanent allotment each member or stockholder of a firm or corporation will be considered as holding a permit to graze the full number of stock covered by any and all grazing permits issued to such firm or corporation. This shall also apply to stockholders of any corporation not itself the holder of a grazing permit but which owns or acquires shares of stock in another corporation holding a grazing permit, unless otherwise specifically authorized by the district forester. The individual permit of a person who acquires an interest in the permit of any firm or corporation will be subject to reduction in its renewal when the combined number of stock covered by all permits in which the person is interested exceeds the maximum limit. (See Reg. G-9 and instructions.)

Under the authority given the district forester in the above paragraph, the instructions may be waived in special cases where it is evident that legitimate business transactions can be facilitated without departing from the spirit of the regulation and the instructions. For example, to perfect economy in operation

and efficiency in management, an executive of high ability may be selected as a manager of more than one company. Under existing charters or corporation law the executive is required to hold a small number of shares in the corporations. In such a case it might easily be shown that there was no intention to violate the spirit of the regulation and that strict adherence to the instructions would prevent good business practice. The burden of proof, however, that the case falls within a class for which exception should be made will rest upon the applicant.

Partnerships or Corporations as New Applicants.

Grazing permits will not be issued to new firms or corporations when their members or stockholders hold permits to graze numbers of stock which combined exceed the maximum limit established for the forest. The consolidation of permits will not be allowed when the combined number of stock is greater than the maximum limit. (See "Pooling of interests.")

In renewing or validating a permit to a corporation, a reduction will be made in the number of stock by which the combined permits exceed the maximum limit, if subsequently to the issuance of its last permit, more than 20 per cent of its capital stock has been transferred to or purchased by any person, persons, firm, company, association, or corporation holding one or more permits, or interested therein in any manner, as through ownership of shares of stock in any company, association, or corporation holding such permit or permits for a number of stock which, combined with the number applied for, will exceed the maximum limit.

Term Permits, Maximum Limits.

No term permit will be issued for a number of stock in excess of the established maximum limit for the forest or district of a forest except where grazing preferences have been established for more than the maximum limit and are supported by commensurate ranch property.

Equitable Interests.

An equitable interest in permitted stock is acquired usually through loans, and it occasionally happens that the equitable interest absorbs all but naked legal title to the stock. The application of the maximum limit to equitable interests should be made only in special cases when the holder of the equitable interest is getting some or all of the profit accruing from grazing the stock on the forest to an extent beyond a fair interest rate on the money he has loaned to the permittee, and the livestock, in effect has been taken over by the loaning agency. The district forester may apply the maximum limit to equitable interests.

Changes in Protective, Exemption, or Maximum Limits.

When these limits have been established by the district forester in accordance with the principles in the foregoing instructions, no change should be made until it is clearly evident that economic conditions justify it. Such changes should be made only at the close of a 5-year period of a term permit.

PREFERENCES

REG. G-7. For the purpose of contributing to the stability of the livestock industry and making the forage resources of the national forests of the greatest value, the Forester shall provide for the recognition of preferences in the use of national forest ranges and the renewing of permits, to an extent consistent with the prevention of monopoly and with the principle of a reasonable distribution of grazing privileges.

Persons who are full citizens of the United States shall be given preference in the use of national forest ranges over other persons.

The following classification of applicants for grazing privileges is hereby established:

Class A.—Persons owning and residing upon improved ranch property which is dependent upon the national forest, and who are owners of not more than the established exemption limit number of stock, or the protective limit number in the absence of an exemption limit.

Class B.—Prior users of national forest range who do not own improved ranch property, and persons owning such property who own stock in excess of the established exemption limit, or the protective limit in the absence of an exemption limit.

Class C.—Persons who are not regular users of national forest range and who do not own improved ranch property. This class can not acquire an established preference in the use of national forest range.

INSTRUCTIONS AND PROCEDURE

No Legal Rights in National Forest Range.

A preference may be acquired in the allotment of grazing privileges, but no legal right will accrue to the use of national forest range. This preference does not entitle the holder to continue use of a certain part of the forest but only to a preference over other applicants less entitled to consideration in the use of the range open to a given class of stock.

"Preferences" and "Permits."

A grazing preference entitles the holder thereof to special consideration over other applicants, but to no consideration as against the Government. The holder of the preference is a preferred applicant. Grazing preferences run on year after year indefinitely until canceled or revoked. A grazing permit is a document authorizing the grazing of livestock under specific conditions. It expires at a certain stated date. The terms "preference" and "permit" are not synonymous, and care should be exercised in their use.

Aliens.

All foreign-born persons who have not yet secured their final or second papers of citizenship shall be considered as aliens within the meaning of these instructions.

New applicants who are not full citizens in conformity with the naturalization laws of the United States may be allowed to share in the use of national forest range provided they meet all requirements of commensurate ranch property, stock, and other qualifications imposed upon citizens of the United States.

Permits issued to such alien applicants prior to their securing full citizenship shall remain temporary, and no preference shall be recognized as accruing to any alien from three years' use of the range under temporary permit.

No properly qualified citizen of the United States will be denied a permit or be subjected to a reduction in permit number to provide range for an applicant who is not a citizen of the United States.

A corporation will not be given citizenship preference in the use of national forest ranges unless 80 per cent of its capital stock is owned by persons who are citizens.

How Preferences are Acquired.

Preferences may be acquired in the following ways:

- (a) By prior use and occupancy of lands included within a national forest.
- (b) By local residence and ownership of commensurate ranch property dependent upon the range.
- (c) By the renewal of a permit formerly held by a copartnership or corporation to each individual member for a number of stock equal to his share in the original permit, or by the pooling of preferences.
- (d) By the purchase of a permittee's stock or ranches, or both, under circumstances justifying a renewal. (Reg. G-9.)
- (e) By inheritance of a permittee's stock or ranches, or both, under circumstances justifying a renewal of the permit. (Reg. G-9.)
- (f) By regular use of forest range under temporary permit for three consecutive years, and ownership of improved ranch property commensurate with the total numbers of stock grazed, in the discretion of the forest supervisor.

For convenience in recording on card Form 621 and for reference in correspondence, preferences will be arranged in three classes: (1) Prior use; (2) grantees; (3) purchasers.

Order of Preferences.

Preferences will be considered in the order stated in the regulations. Where a close decision becomes necessary between applicants of the same class, the forest supervisor will approve the application of the better qualified applicant first.

Prior Use.

The use of a range during its open season for several successive years before the creation of a forest, and under continued grazing permit thereafter, is what is meant by "prior use" and "regular occupancy." So far as is consistent with other conditions, preference will be given to those who have continuously used the range for the longest period.

Grantees.

Grantees are permittees who have been recognized as new applicants since the creation of a forest and whose preference in the use of the range has been secured by granted permits from the Government rather than prior use or the purchase of permitted stock.

Purchasers.

Purchasers are permittees who have purchased a permittee's stock or ranches, or both, or have secured stock and ranches through inheritance.

State or Federal Employees.

Permittees employed by the State or Federal Government, who wish to discontinue the use of the range without losing their preference, may do so by filing a statement of their employment, its probable duration, and the disposition made of their stock, and by authorizing the supervisor to dispose of their range privileges. Upon the expiration of their term of service, their preference in the allotment of permits may be restored to them, subject to any reduction or restrictions made during their absence or effective at the date of their reapplication.

Cancellation of Permits.

Cancellation requires the consent of the permittee and the surrender of the permit. The officer canceling the permit will assure himself that the permittee will not be relieved of any existing obligations and that the cancellation of the permit will not be inimical to the best interests of the Government. A brief memorandum of the reasons for the action will be prepared and filed with the canceled permit.

Value of Preferences.

Certain graziers may secure preferences by prior use and occupancy supplemented in many cases by investments in improved ranch property and watering places. These preferences have a distinct value, and failure to recognize them would mean a financial loss by reducing the number of stock which may be grazed and by depreciating the value of lands and improvements. Two conditions only justify such action—when necessary to stop damage to the forest and when necessary to promote the settlement and cultivation of farming lands tributary to the forest through a wider distribution of the grazing privilege. It is incumbent on the service to allot privileges to actual settlers in order to accomplish the latter purpose, but a promiscuous division of grazing among owners who are neither new settlers nor dependent upon the range is unwarranted.

New Forests and Additions.

During the first season after the creation of a new forest or addition, grazing preferences shall be allowed on the basis of prior use and occupancy. Bona fide class A settlers may be recognized as new applicants. With this exception permits will be restricted to those stock growers who submit proof of previous use and occupancy during at least two consecutive years. Within this limitation the number of years of prior use necessary will be determined by the district forester. No permits should be granted for a number of stock larger than the average number grazed by the applicant during the two or more years preceding the establishment of the forest, except in case of a class A user.

In determining whether one is entitled to consideration on account of prior use, ordinarily credit shall not be given for the use of land except for the period during which it was in Government ownership.

Commensurability

Preferences based on prior use may not be supported by commensurate ranch property; or permittees who were admitted because of purchase or by grant and who have commensurate and dependent ranch property under the standards in effect at the time, may not have kept up with advancing standards of commensurability. When a new standard of commensurability or dependency has been established by the district forester, those whose preferences were acquired previously should be given not less than three years in which to comply with the new standard, after which term permits may be refused and a 20 per cent annual reduction may be made for protection and distribution, or any amount for protection alone on the part of such preferences not supported by commensurate ranch property under the new standard. (See instructions under Reg. G-8 on "commensurability.")

Nonuse of Range

Grazing preferences can be retained only by continual use of the range. Permittees who apply to graze a reduced number of stock can not expect range to be reserved for them for a larger number later on.

An applicant who is a grantee will not be considered as having gained a preference until he has actually used the range. Therefore, he will not be given nonuse the first year.

In the discretion of the forest supervisor, applications from persons with established grazing preferences may be disapproved and the preference revoked for failure to apply for renewal of permit during the previous grazing year, or for failure to use a permit issued, unless a statement giving satisfactory reasons was filed with the supervisor before the opening of the grazing season of the previous year so that, if desirable, the supervisor could have made temporary disposition of the range thus vacated.

When the range is in need of rest for revegetation, nonuse should always be allowed to whatever extent the welfare of the range demands.

In order to allow a reasonable margin in such matters, the grazing of 10 per cent less than the permitted number of sheep, goats, or swine, or 5 per cent less than the permitted number of cattle and horses will not be cause for reductions. If, however, the nonuse covers more than these percentages the total number not grazed will be used as a basis for the reduction.

Change of Residence.

A permittee with a waivable preference may change his residence to a point more remote from the forest without affecting the status of his preference, provided he maintains his other interests.

Change of Class of Stock.

A preference may be allowed for a class of stock different from that previously grazed. This may, however, require relinquishment of one range and acceptance of another. The ratio of exchange will depend on the demand, natural conditions, and the capacity of the ranges in question. The ratio will vary from 2 sheep to 1 cow to 10 sheep to 1 cow.

Sale of Ranch.

A permittee having a grazing preference based on ranch property located in or adjacent to the national forest may dispose of such ranch property, but unless he secures equally dependent and commensurate ranch property within a reasonable time his preference may be revoked.

An owner who originally acquired a preference by prior use may dispose of his ranch property, but unless he acquires other commensurate dependent ranch property he will be denied a term permit and may be reduced 20 per cent annually whenever necessary.

Disregard of Winter Feeding Clause.

A permit issued with the understanding that the stock will be fed during the winter on the products of the permittee's ranch, or that some definite connection will be maintained between the stock and the ranch, may be terminated and the preference revoked if the stock were not so fed or handled during the winter preceding the season for which permit is desired. As long, however, as the land continued to produce forage in the required amount, care should be exercised not to work an unnecessary hardship on the permittee, who may sometimes find it necessary to dispose of the forage raised on his own land and secure forage for his stock elsewhere.

Transfer to Another Forest.

A grazing preference can be transferred from one forest to another with the consent of the supervisor of the forest to which the transfer is desired, when no harm will result to forest interests or other users.

Temporary Permits.

On forests where the supply of forage is in excess of the requirements of new applicants and permittees in classes A and B, temporary permits may be issued to applicants who do not possess any or all of the qualifications necessary for an established preference or to permittees who already hold preferences which can not be increased by grant.

In the discretion of the forest supervisor, the holder of a temporary permit, after three successive years' use, may be given a preference for the smallest number of stock grazed any year, provided the permittee is the owner of dependent ranch property commensurate with the number of stock and which will be used in connection therewith.

Temporary Extension Permits.

In the extension of permits for the summer season to cover a longer period, temporary paid permits for the number of stock which have reached the age of 6 months, in excess of the number covered by the permit for the summer season, may be issued whenever this will not result in injury to the forest.

Any increase in the number of stock allowed under such an extension is temporary, and the applicant's preference for the following year will be based on his original permit.

Pooling of Interests.

Holders of preferences may pool their interests and form partnerships or corporations up to the maximum limit. No reductions will be made because of the pooling of interests so long as the change is in form of ownership only. Where there is a substantial change in actual ownership, the case will be treated under Regulations G-9 to the extent that it amounts to a sale and purchase. General rules concerning the ownership and use of land applicable before the pooling must be observed after the consolidation.

Division of Interests.

When partnerships or corporations holding preferences are dissolved, the old preferences will be canceled and new preferences given to the former members or shareholders. No reduction will be made on account of the division when the change is merely in form of ownership. To the extent that the change is substantial, amounting to a sale and purchase of stock, Regulation G-9 will apply. General rules concerning the ownership and use of land applicable before the dissolution must be observed after the division.

Partnerships and Corporations, Classification of.

Partnerships and corporations will be considered class A when each member or shareholder can individually meet all class A requirements and when the total number of stock owned by such partnership or corporation is not in excess of the exemption limit, or the protective limit in the absence of an exemption limit.

All the stock in each and every preference in which an applicant owns any part will be counted in determining whether he is within the protective, exemption, or maximum limit.

Head of a Family, Classification of.

In determining whether the head of a family is within the protective, exemption, or maximum limit, all the stock of all dependent members of the family will be added to the number claimed by the applicant.

List of Stockholders.

When necessary to determine the status of a corporation holding permit, the supervisor may request such corporation to furnish a certified list of its stockholders or a list of the stockholders of any corporation holding shares of its stock. This list must give the names of all stockholders and the amount of stock held or owned by each. When such information has been requested by the supervisor, renewal of permit will be withheld until a satisfactory list of the stockholders has been furnished.

Renewal to Estates.

In case of the death of a permittee having an established preference, a full renewal of permit will be granted in the name of the estate and the duly appointed administrator until the estate is divided and distributed among the heirs, or for three years if the estate remains intact in cases where the supervisor is convinced that the property will not descend to the members of the immediate family. The estate will have the same classification and be entitled to the same consideration as would the decedent had he lived, except as otherwise provided under Regulation G-9. (See "Heirs to owners of permitted stock.")

Foreclosure of Mortgage.

If a mortgage on stock is foreclosed the permittee does not lose his preference for the following season, and, unless he has returned his permit to the supervisor and consented to the issuance of a permit to the mortgagee, as a purchaser, for the remainder of the grazing period, he may replace the stock with the consent of the supervisor. The mortgagee may be allowed to continue grazing the stock during the remainder of the current period under the same conditions as a purchaser, but secures no privileges of renewal unless the owner of the stock signs a waiver of his preference.

A permittee who loses both stock and ranch through foreclosure of a mortgage but does not waive his preference may secure a nonuse privilege and retain his preference if within one year from the date of foreclosure he replaces the stock and secures another ranch equally dependent.

Determination of Average Number of Stock per Permittee.

The average number of stock per permittee will be the full number of stock upon which grazing fees have been paid plus stock covered by permits issued under the provisions of Regulation G-3 upon which fees have not been paid, divided by the full number of persons holding paid permits which have been issued for the area within which the average is to be determined. When local conditions warrant it, the supervisor may waive consideration of all permits for less than 10 head of stock. Temporary permits will not be considered when determining the average number of stock per permittee.

REDUCTIONS

Purposes.

Reductions on grazing preferences are made for two purposes: Protection and distribution. Protection reductions may be made at the close of any grazing season in any amount the circumstances justify. Reductions for distribution in any year on annual permits above the protective or exemption limits shall not, together with reductions for protection, exceed 10 per cent in the case of commensurate ranch property, or 20 per cent in the absence of such property. The 10 and 20 per cent reductions may be applied entirely for distribution.

Distribution may be defined as the granting of preferences to qualified new class A applicants and increasing preferences of qualified class A permittees below the protective or exemption limit.

Reductions—How Applied.

When reductions are necessary, temporary permits will be terminated first. If this is insufficient, reductions on a flat-rate basis for distribution may be made on preferences above the exemption limit, or in the absence of an exemption limit on preferences above the protective limit. Protection reductions may be made on any preference, but as far as practicable they will be applied only on preferences above the exemption limit or above the protective limit in the absence of an exemption limit.

Any preference resulting from the division of an outfit during the preceding grazing season may be reduced as though the outfit had not been divided.

Necessary reductions on a flat-rate basis for protection may be made in term permits at the end of any grazing year during the term-permit period. During the term-permit period, a reduction may be made for distribution which, taken together with all reductions made for protection during the period, does not exceed 10 per cent.

If during any year, the reductions made on established preferences are not used or needed for the purposes for which they were made, the original preferences will be considered the following year as if no reduction had been made.

Each term permit shall specify the maximum cut that can be made for distribution, which shall not exceed 10 per cent, and the maximum cut that may be made for all purposes, including protection, which shall be established in accordance with local range conditions. The possible reduction for range protection during the term-permit period should be not less than 10 per cent unless this requirement is waived by the district forester. The district forester may in his discretion, when local range conditions require, restrict permits to an annual basis.

Unit Over Which Applied.

Where reductions are necessary, each grazing district will be considered as a unit, and the permittees occupying it will be required to meet any reductions necessary to prevent damage to the range or to provide range for new applicants entitled to graze within the district. When, owing to topographic features, it is impossible to assemble reductions in permits upon an entire grazing district, each natural grazing division may be considered as a unit. When there is unused range on other districts within the forest, permittees who desire to transfer a part or all of their permitted stock to such range will be given a preference in its use.

When it becomes necessary to close an area against the grazing of stock through no fault of the permittee who has used it, the loss should not fall entirely on such permittee, but reductions should be spread over the entire district, unit, or division so that the permittee will only suffer his proportionate share of the reduction.

Reductions in Different Classes of Stock.

When an equitable division of the range has been made in any forest or grazing district between the various classes of livestock, and the individual grazing privileges enjoyed by the owners of either class are not excessive, no reductions will be made in one class to provide additional range for another class unless economic development of the surrounding country requires it.

Deferred Reductions.

In cases where the topography makes it impossible to assemble and utilize the range made available by a reduction, the reduction may be deferred until the following year or until the range can be utilized by other permittees. In such cases the permit should contain a stipulation that it is subject to the specified reduction at the beginning of the following year.

NEW APPLICANTS

REG. G-8. To promote agricultural settlement and development, consistent with the reasonable stability of established preferences, grazing preferences may be granted and grazing permits issued to new class A applicants who are citizens of the United States (not including declarants and petitioners), own livestock, and reside upon dependent improved ranch property. Persons who have waived any part of a previously established grazing preference will not be recognized as new applicants, nor granted any increase, where such action would necessitate a reduction in the preference of other established permittees.

When in his judgment the conditions warrant, the district forester may close, for stated periods, forests or portions of forests to the admission of new applicants.

Where a forest or a portion thereof has not been closed to new applicants, and unless otherwise authorized by the Secretary of Agriculture, the Forester shall make provision for reductions in grazing preferences above the exemption limit, or the protective limit in the absence of an exemption limit, to provide new qualified class A applicants with range for numbers of stock not in excess of the protective limit or to increase preferences of class A permittees up to the protective limit.

INSTRUCTIONS AND PROCEDURE

Provision for New Applicants.

Any surplus range gained by reductions as heretofore provided or on account of sale and purchase, by cancellation or revocation of preferences, or in any other way, may be used for admitting qualified new applicants or for increases to qualified permittees below the protective limit. Such surplus may also be used for range protection in the discretion of the forest supervisor.

Limitation on Distribution of Grazing Privileges.

The second paragraph of Regulation G-2 is intended to apply in cases where a further distribution of the grazing privilege would be uneconomic. In the discretion of the district forester, it may be applied for such periods as he may specify in any one or all of the following cases:

- (a) Where the protective or exemption limits are much lower than the local conditions of livestock production justify and a general readjustment in limits seems desirable.
- (b) Where the number of stock secured by multiplying the number of fully qualified established permittees under either or both the protective or exemption limits by the limit or limits equals or exceeds the carrying capacity of the forest, district, division, or range involved.
- (c) Where a 10 per cent or larger reduction for protective purposes is scheduled at the opening of any term-permit period.
- (d) Where a wider distribution of the grazing privilege involves such reductions in preferences as to make it impracticable for established permittees to operate.
- (e) Where a wider distribution of the grazing privileges would prevent the securing of urgently needed improvement on the range.
- (f) Where a wider distribution of the grazing privileges would depreciate the value of range improvements and ranch property belonging to the permittees reduced appreciably in excess of the increase in value of the range improvements and ranch property of the permittees to whom the range secured by reduction would be distributed.

Dependency.

The term "dependency" refers to property other than livestock, not to persons. It is a relative term. The ranch property most dependent on one forest may differ greatly in dependency from the ranch property most dependent on another.

The objective in grazing administration is to bring about the best coordinate use between the range on each forest and the most dependent ranch property. In order to attain this objective, and for the information of the public, zones of dependency may be established by the district forester wherever conditions warrant, including separate zones for sheep and cattle. When such zones are established, no one having commensurate ranch property inside the zone should be reduced for the benefit of anyone owning such property outside the zone. Where reductions must be made for protection or for Class A applicants within the zone, they should first be applied on the preferences of those whose ranch property is outside the zone. After a dependency zone has been established no one can qualify as a purchaser (Reg. G-9 beyond the commensurateness of his property inside the zone.

Dependence of land upon the use of national forest ranges will be determined by the established customs of the locality and the necessity for grazing a certain number of livestock thereon in order to utilize the products of the land which could not otherwise be so economically marketed.

Within such reasonable limits as may be determined by the district forester, owners of land of such character and so located that its profitable use is dependent upon the production of forage crops which can be marketed to the best advantage only by feeding livestock will be given preference over owners of land which can be used with equal or greater profit for the production of crops marketable in other ways.

Commensurability.

The term "Commensurate property" means property of the kind and amount necessary to furnish feed or forage for the class of stock in accordance with the custom of the locality during the portion of the year when it is not grazed upon the national forest. Range improvements, either on or off the national forest, necessary for the handling of stock or the utilization of the forage, together with ranch property, may be accepted as commensurate to the extent the use of such improvements is in accordance with the custom of the locality.

Commensurability Standards.

Standards of commensurability may be developed for a forest, district, or division, depending upon the conditions existing in the locality.

The purpose of these standards is to determine the qualifications of new applicants and to stabilize the preferences of established permittees.

The average amount of owned ranch property or range improvements, feed, or other property used, per head of stock grazed under preference permits on the national forest or grazing district may be used as a standard for that forest or district. This may be computed on the basis of ranch investment per head of permitted stock, acreage, or feed requirements.

Converting factors may be applied to grazing lands or other forms of pasture where hay is used as a standard. The standards so developed should be flexible and subject to change to meet altered economic conditions.

While the ownership of improved ranch property is necessary to the establishment of a permanent preference on the forest, the commensurability standards should be applied flexibly in the event new economic conditions justify established permittees in changing their methods of operation. In some cases the established permittee may find it more profitable to use improved ranch property for pasture purposes and remove some of his stock to winter range elsewhere, or to purchase hay from ranchers engaged in hay production. In these cases the purchase of pasture or cultivated forage crops may be given the same weight as if the permittee produced the feed on his own ranch property. In the application of all standards forest officers should guard against requiring established permittees to purchase ranch property beyond their economic requirements.

Where the majority of dependent ranch holders produce feed on owned ranch property sufficient to carry their stock during seasons when the stock are not on the forest and are in competition with applicants who purchase feed from producers of hay, the former should be given preference in the allotment of range.

Standards of commensurability should ordinarily be recommended and approved by the stock associations concerned, and should ordinarily not exceed the average practice of the existing permittees grazing the classes of stock concerned.

Definition of Ranch Property.

Ranch property will ordinarily mean lands producing cultivated forage crops, but in localities where the production of cultivated forage crops is not a requisite to the stock business, the ownership of spring, fall, or winter range or lambing grounds by a bona fide local resident whose land is dependent upon the use of the national forest should be given nearly the same, if not equal, weight with the ownership of cultivated lands. The same is true of the ownership of watering places which control adjoining national forest range. Property of this sort must be commensurate with the number of stock and actually dependent for its value upon national forest range.

Ranch Property Must be Owned.

A person can not qualify as a permittee by leasing ranch property. Only actual owners of ranch property used in connection with the permitted stock will be recognized as qualified to share in the use of the forest ranges for which a standard of commensurability has been established, but prior users not owning ranch property will be given not less than three years within which to qualify.

New Class A Applicants Without Stock.

After class A applicants who own stock have been provided for, new class A applicants who did not own stock at the time of submitting their applications may be admitted provided they satisfy the supervisor that their applications are made in good faith. Satisfactory legal evidence of ownership will be required before permits are issued. (See "Applications covering stock to be purchased." ^a Lessees and Herders.

A person leasing stock or running it on shares or herding it for the permittee is regarded as an employee only, and can not acquire preference in the use of the range.

Preference to Citizens of State.

If all other conditions are equal, new applicants whose commensurate ranch property is within the State in which a forest is located will be given preference over applicants whose property is in adjoining States.

Forest Officers.

Forest officers not employed during the entire year may share in the use of national forest ranges if otherwise qualified as permittees, but action upon their applications must be in accordance with the "Rules of Conduct," Administration Section, National Forest Manual.

Married Women, When Recognized as New Class A Applicants.

One of the principal purposes in regulating the acquirement of grazing privileges on the national forests is to make the use of the range contribute to the development and support of the greatest number of home units. For this reason a married woman will only be considered as entitled to grazing privileges when she is in some way debarred from sharing in the grazing privilege enjoyed by her husband, owns and resides upon an improved ranch separate and apart from that of the husband, and is entirely dependent upon her own resources for a livelihood and the maintenance of her home. A technical division of the home ranch property, or livestock owned by a man and wife will not qualify the latter as a new class A applicant.

If the wife owns the livestock, and if between husband and wife they own a sufficient amount of dependent ranch property and meet all class A qualifications, there should be no objection to considering a married woman as class A, provided her husband has no grazing preference and consents to his wife's making the application for the family.

Married Women, General Status as Applicants.

If the State laws give a married woman the right of independent ownership or real estate and livestock, or if she is qualified under the State laws to make contracts and engage in business in the same manner as a single woman, and she personally possesses the other qualifications requisite to a share in the use of the forest ranges, she may be recognized as a new class B applicant or as a purchaser under Regulation G-9, and as such may be granted a permit to graze upon the forest the livestock of which she is the actual legal owner provided the total number of stock grazed under permit by both the woman and her husband do not, when combined, exceed the maximum limit.

Unmarried Women.

An unmarried woman of legal age and properly qualified is entitled to full consideration as a new applicant.

Minors.

A minor not less than 16 years of age who is the head of a family and its principal means of support or who is using and occupying range at the time it is included within a national forest will have exactly the same status as an applicant of legal age.

Minors not less than 16 years of age who are under the control of parents or guardians may be recognized as new applicants upon forests which are not fully stocked, where the recognition of the minor will not entail the denial of permit to a qualified applicant of legal age. They may also be recognized as purchasers of permitted stock and granted permits in accordance with the provisions of Regulation G-9. In neither case will a permit be issued for a number of stock which, when combined with the number grazed under permit by the minor's parents or guardian, exceeds the maximum limit.

Settlers on Unimproved Land.

Settlers upon unimproved Government or other lands to which they do not hold title will not be regarded as having gained a preference until they have demonstrated their good faith by three years of residence, improvement, and cultivation, and by compliance with United States land laws or satisfaction of contract agreement. They may, however, be allowed the same use of the range as is allowed bona fide class A applicants, provided that permits granted will be temporary during the three-year period and not in excess of the settler's needs (See instructions under Reg. G-2.)

Settlers who have title to unimproved land may be allowed preference as fast as the improvement, cultivation, and use of the land justify it.

Class B Owners.

Applications of new class B owners and of class B permittees for increases will be approved only under the following conditions:

Upon the basis of the purchase of the stock or ranches of permittees when the purchaser can qualify under Regulation G-9; for temporary permit on forests where there is surplus range when the issuance of temporary permits will not entail reductions on established grazing preferences or prevent the admission of new class A applicants or the granting of increases to class A permittees.

New class B applicants may be admitted and increases granted up to the exemption limit, or in the absence of an exemption limit, up to the protective limit, and established preferences may be given the first year, provided the class B applicant meets all class A qualifications except as to residence and the number of stock owned.

Reputation of Applicant.

No person will be denied grazing privileges because of his reputation or moral or social standing in the community, if possessed of the qualifications prescribed by the regulations. The determination of guilt or innocence and the imposition of penalties should be left to the properly constituted courts.

Trespassers and Other Delinquent Applicants.

See instructions headed "Administrative Remedies" in "Trespass" section of Manual.

Applications During Term Permit Period.

Applications from new class A applicants or class A permittees for increases during a term permit period will be approved for such numbers of stock as can be provided for on surplus range gained by reductions and in other ways, as provided by the regulations and instructions. Surplus range thus secured will be applied first to class A permittees below the protective limit. If a surplus still remains new qualified class A applicants may be admitted. (See "Reductions.")

Definition of a Fully Stocked Forest.

A forest or grazing district will be considered as fully stocked whenever the permanent privileges enjoyed by class B permittees, plus the total demand for range by all class A owners, equals its estimated carrying capacity.

Distribution of Unallotted Balance.

If an unallotted balance remains in the authorization after provision has been made for all properly qualified applicants entitled to renewal, it may be equitably distributed between new applicants and Class A permittees grazing number of stock below the protective limit. Ordinarily the class A permittees below the protective limit should be increased before new applicants are admitted.

When a surplus occurs in the authorization for either class of stock by reason of reductions in the renewal of permits to purchasers, revocation or cancellation

of permits, or failure to use allotted range, grazing privileges may be awarded to properly qualified owners of the class of stock which, in the judgment of the supervisor, is most entitled to its use.

Increases to Class A Permittees.

Class A permittees having a preference for a number of stock below the protective limit will be allowed to increase their number gradually, but may be restricted in the number added each year. Class A permittees may be allowed to increase at once to the number given new applicants. Beyond this number increases may be in fixed percentages established by grades.

Where permits are issued on a feeding basis, increases will not be granted or permits issued for a greater number of stock than the products of the applicant's ranch will support during the winter season.

PERMITS TO PURCHASERS

REG. G-9. To facilitate legitimate business transactions, under conditions specified by the Forester, and unless otherwise authorized or limited by the Secretary of Agriculture, and upon satisfactory evidence being submitted that the sale is bona fide, a purchaser of either the permitted stock or the dependent, commensurate ranch property of an established permittee will be allowed a renewal of permit in whole or in part, subject to the maximum limit restrictions, provided the purchaser of stock only, actually owns dependent, commensurate ranch property, and the person from whom the purchase is made waives to the Government his preference for renewal of permit. A renewal of permit on account of purchase from a grantee who has used the range less than three years will not be allowed.

A grazing preference is not a property right. Permits are granted only for the exclusive use and benefit of the persons to whom they are issued and will be forfeited if sold or transferred in any manner for a valuable consideration.

INSTRUCTIONS AND PROCEDURE

Purpose of the Regulation.

Regulation G-9 provides for administrative control in connection with business transactions involving grazing privileges between persons, companies, or corporations whose enterprises are dependent in whole or in part upon the use of national forest range. The regulation has been so framed as to permit as much freedom of action as possible in such matters consistent with good administration.

Proof of Validity of Transfer.

Before any consideration will be given an application for renewal of permit on account of purchase, satisfactory evidence must be submitted to the forest supervisor that the sale is bona fide.

A statement should be submitted showing the character, location, and amount of ranch property upon which the application for renewal is based and the connection it has with the stock.

Title to the stock or land involved must pass directly from the person executing the waiver to the purchaser applying for the permit.

Waiver of Preference.

A waiver of the preference (Form 763) will be required in all cases where the original permittee desires to relinquish claim to a renewal of permit.

Free Permits to Purchasers.

In case a permittee sells during the permit period and consents to the purchaser's continuing to graze the stock on the national forest, upon presentation to the supervisor of evidence that the sale is bona fide, the original permit will be canceled and a new permit issued to the purchaser without charge for the remainder of the period for which fees have been paid. If only a portion of the stock is sold, an amended permit for the number of stock retained will be issued to the original permittee, and a free permit to the purchaser for the number purchased. No transfer of fees on the record is necessary in such cases. Cross reference entries will be made on the record cards.

Sale of Stock After Approval of Application.

When stock is sold after the application for a grazing permit has been approved and prior to the beginning of the grazing period, if the permittee does not waive his grazing preference although willing to forego use of the range for the current season, the original application will be canceled and the application of the purchaser will be approved upon its merits as a new applicant, subject to the regulations.

Ranch Property.

Ranch property must be fully commensurate and dependent and conform to the definition of ranch property under the instructions of Regulation G-8.

Purchase of Stock and Ranches.

If the ranch property is commensurate, dependent, and used in connection with the permitted stock, the purchaser of both the stock and ranches of a permittee will be allowed a renewal of permit for the permittee's established grazing preference, subject to the maximum limit restrictions and the filing of a waiver from the original permittee. If surplus range is needed for distribution or protection a reduction not exceeding 10 per cent may be made. If the ranch property is not fully commensurate, a proportionate reduction should be made in the number of stock for which renewal of permit is allowed.

Purchase of Stock Only by Owner of Improved Ranch.

A purchaser of permitted stock who owns improved ranch property, dependent and commensurate and used in connection with the stock, or who acquires such ranch property from persons other than the original permittee, will be allowed a renewal of permit for the permittee's established grazing preference, provided that the maximum limit restriction is not exceeded and a waiver from the original permittee is filed with the application for renewal. If surplus range is needed for distribution or protection a reduction not exceeding 20 per cent may be made.

Purchase of Ranch Property Only.^a

One who purchases from the permittee commensurate dependent ranch property without the permitted livestock will be allowed a renewal of permit for the preference waived, subject to the maximum limit and the filing of a waiver from the original permittee. If surplus range is needed for distribution or protection a reduction not exceeding 20 per cent may be made.

Leased Land not Acceptable.

The applicant for renewal must hold legal title to the lands, as leased lands do not meet the requirements of the regulations.

Transfer of Shares in Corporations.

If, at any time subsequent to the securing of a grazing privilege by a corporation, a majority of the shares of its stock are held by stockholders other than those holding them when such privilege was granted, the entire preference will be subject to the same reduction as in other cases of sale and purchase. This action should be taken the next time the permit is validated or renewed.

Partnership Agreement.

A permittee having an established preference may enter into partnership with another person not a permittee and only the interest sold will be subject to the provisions of Regulation G-9. (See "Pooling of interests," Reg. G-7.)

Renewal in Case of Purchase at Forced Sale.

One who acquires permitted stock or ranch property through foreclosure proceedings shall be entitled to no special consideration over an ordinary purchaser, unless he has secured a waiver of the grazing preference signed by the mortgagor.

If the purchaser at a forced sale has a waiver of the grazing preference on Form 763 signed by the mortgagor, he should be allowed a full renewal of the preference for one season after he takes over the stock, regardless of his other qualifications. Before the second season he should be considered an ordinary purchaser, and must fully qualify as such. If by the beginning of the second season he sells the stock and waives the grazing preference, the purchaser from him should be considered as though the mortgagor had sold and waived direct to him, and not more than one reduction shall be made.

^aAmtd. No. 13, effective Jan. 1, 1927.

Heirs to Owners of Permitted Stock.

In the event an estate is not divided at the expiration of three years from the death of the permittee and it is evident the estate will not descend to the immediate family of the deceased, a reduction shall be considered in the grazing preference. If reduction is made before division, a 20 per cent reduction may be applied in case of nonownership of commensurate ranch property. Otherwise a 10 per cent reduction may be made, but any reduction must conform to the following paragraph. No reductions will be made upon the division of an estate if a reduction has already been made under this paragraph.

No reductions will be made on the division of an estate within the maximum limit, if the stock or ranch property descend to the immediate members of the family (father, mother, or children), but the major heirs must fully qualify under this regulation; no reduction will be made on the portion the widow and minors acquire, provided they have the qualifications required of the decedent.

Sales Within Family.

Reductions within the maximum limit will be waived where sales are made by father or mother to children, but the purchaser must fully qualify under this regulation.^a

No Reduction on Permits of Small Owners.

In the discretion of the supervisor a permit may be issued to a purchaser for the full number of stock purchased, when the number purchased, or the number purchased combined with original established preference of the purchaser, does not exceed the exemption limit or the protective limit in the absence of an exemption limit. Except as hereinafter specifically provided, no division of stock or ranches will exempt said permits from reduction.

Surplus Range.

When there is surplus range on a forest or a district of a forest that is sufficient to meet the demands from all persons having grazing preferences from new qualified applicants, and from those entitled to increases in existing permits, the reductions ordinarily required may be waived, in the discretion of the supervisor.

Limitation on Frequency of Transfers.

No limitation on the frequency of transfers will be applied, but every transaction will be subject to such reductions as are provided for in connection with renewal to purchasers.

GRAZING FEES

REG. G-10. A fee will be charged for the grazing of all livestock on national forests, except as provided by regulation, or unless otherwise authorized by the Secretary of Agriculture, or in cases where the forester may determine it is to the interest of the United States to permit free grazing.

The forester is authorized to determine the fair compensation to be charged for the grazing of livestock on the national forests, upon the basis of the following factors:

- (1) A proper use of the grazing resource to best serve the public interest.
- (2) Reasonable consideration of the value of the forage to the livestock industry.
- (3) Effect of the rates upon the livestock producers.

An additional charge of 2 cents per head will be made for sheep or goats which are allowed to enter the national forests for the purpose of lambing or kidding.

No charge will be made for animals under six months of age at the time of entering the forest, which are the natural increase of stock upon which fees are paid or for those born during the season for which the permit is allowed.

^a Amdt. No. 243, effective June 27, 1930.

INSTRUCTIONS AND PROCEDURE

The value of comparable grazing lands owned by private persons, corporations, States, Indian reservations, or other Government lands used for grazing purposes will be used for comparative purposes in establishing the grazing fees on the national forests. In using such values due allowance will be made for cases showing abnormal competition or involving considerations other than the use of the forage resource. Values covering a period of years and a sufficiently large area will be employed, so that fair range values will be derived. On the basis of such a comparison, together with the other factors specified in Regulation G-10, the Forester will determine a reasonable value for national forest ranges and establish the fees for cattle and sheep for each forest or portion thereof. The fee on horses will be 25 per cent more than the fee for cattle, and the fee for swine will be 25 per cent less than the fee for cattle; goats will take the same rate as sheep.

The fees thus established will take effect on a date to be established by the Secretary of Agriculture.

In order to protect and stabilize established permittees, the fee applicable will be for the class of stock occupying the range under established preferences.

The fees established by appraisals will represent a monthly rate, and the fee for any established grazing period will be determined by multiplying the monthly rate by the number of months or parts of months in the period.

For all grazing periods, including fractions of months, the fractional part of the month will be divided into five-day periods and the fees determined on the basis of the nearest five-day period, provided that the rates on sheep, goats, and swine shall not be divided into fractional amounts of less than one-fourth of 1 cent, and the rates on cattle and horses shall not be divided into fractional amounts of less than 1 cent.

For example, if in computing the rate for a period on sheep the result obtained is 6.875, the rate will be fixed at $6\frac{3}{4}$ cents; but if the result is 6.876, the rate will be fixed at 7 cents. Under the same plan, if the result obtained in computing the rate for a period on cattle is 28.5, the rate will be fixed at 28 cents; but if the result is 28.6, the rate will be fixed at 29 cents.

Range Improvements Considered in Establishing Fees.

In appraising the value of grazing allotments which have been improved under special use permits still outstanding, the fee shall make due allowance for the increased value which the improvements have added to the allotment. This will be arrived at ordinarily by first determining the value of the range in its improved condition and subtracting from this an amount equal to the annual cost of maintenance plus a fair interest upon the reasonable value of the improvements. In no case should improvements be valued in excess of cost of replacement.

In the case of improvements built under permits containing the condition that they shall become the property of the Government at the end of 10 years, the above rule will apply until the expiration of the 10-year period, after which the grazing fees should represent the real value of the improved range minus cost of maintenance. Provision for the maintenance of such improvements should either be stipulated as a condition of the grazing permit or the estimated cost should be included as a cooperative requirement under Regulation G-16.

Where the value of a range allotment has been increased by the construction of improvements subsequent to the establishment of grazing fees for any period, the fees shall not be increased to include any part of the additional value given to the range by reason of the new improvements until they become the property of the Government.

Range allotment carrying improvements required or constructed by the Government, or which the Government owns by virtue of having contributed material, should be valued as in their improved condition, and the fees computed accordingly, but the grazing permit should contain a stipulation requiring the permittee to maintain the improvements, and in establishing the grazing fee for such range a reduction covering the cost of maintenance should be made.

Periodic Adjustment.

The Forester will make readjustments in grazing fees when, in his judgment, conditions warrant, provided that adjustments will not be made at intervals of less than five years, except in special cases where made by mutual agreement under Regulation G-15, and except such adjustments as may be authorized under Regulation G-16 for the purpose of improving the range or protecting the forest. Except in such cases readjustments will be made in advance of the beginning of term permits and, as far as practicable, the period of the adjusted fee will coincide with the period of the permits.

Crossing Fees.

The fees for crossing privileges on nonpermitted stock will be based upon the value of the forage consumed, as determined by the regular grazing fee established for the range concerned, plus additional costs of supervision, prorated on the total number of stock using the driveway.

In general, crossing fees for permitted stock will be covered in the regular grazing fee and the crossing period included in the regular grazing season. In cases where this is not practical, the crossing fee will be determined in the same manner as for nonpermitted stock.

Charge for Irregular Periods.

In cases where it is difficult beforehand to determine the use that can be made of a privilege, fees should be charged and permits issued for the established period which most closely meets the requirements of the case. Special authority may be secured later for refund of the unearned portion of the fee when the circumstances warrant, on the basis of the percentage of use secured by the permittee. Since a refund requires the approval of the district forester, permits must not be issued with an agreement that a refund will be made.

No Charge for Additional Time Allowance.

When a supervisor allows stock to enter not more than 15 days in advance of the date fixed for the beginning of a grazing period, or allows it to remain 15 days after the expiration provided in Regulation G-12, an additional charge will not be made. (See "Additional time allowance.")

When Animals Under Six Months Are Subject to Charge.

The full grazing fee will be charged on all animals under 6 months of age which are not the natural increase of stock upon which fees are paid.

No Reduction Because of Partial Use.

No reduction in grazing fees will be made when the stock do not graze upon the national forest during the entire period allowed for reasons within the control of the permittee, nor will an increased number of stock be allowed to enter the forest for this reason, except as provided by Regulation G-11. (See "On-and-off permits." Reg. G-3.)

Determination of On-and-off Fees.

In the approval of applications from the owners of cattle and horses which graze on and off the national forest an estimate will be made of the average number which will be grazed upon the forest, and the fee will be paid upon this number. In issuing sheep permits the grazing fees will be based on the grazing capacity of that portion of the range which is national-forest land. (See Reg. G-3.)

Charges for Horses.

In ordinary range management it is found that horses require about 25 per cent more range space during a given period than is required by cattle. In many localities horses utilize feed that would otherwise remain unused and consequently often graze upon fully stocked cattle or sheep ranges without injury from overgrazing; but, as they are more readily disturbed, and travel greater distances and at greater speed than cattle, they do more damage to forage and tree growth through trampling and as a result require more of the range.

Charges for Swine.

The forage consumed by swine is difficult to compare with that consumed by cattle, as their feed is mast, roots, and bulbs rather than forage grasses and plants; but for purposes of administration two head of swine will be considered equal to one cow. On account of the cost of regulating hog grazing, the very large proportionate natural increase, and the damage from rooting, a charge of 75 per cent of the rate for cattle is equitable.

Charges for Dry Sheep.

A band of dry sheep will not consume as much forage as a band of ewes with lambs, but since they will run and mass to a greater degree the demand on range is about equal. The absence of lambs in a band does not justify any reductions below the rates charged for ewes with lambs, and persons grazing dry sheep will not be given a reduction in rates or an increase in number.

Charge for Lambing.

The additional charge of 2 cents per head for the privilege of lambing ewes upon the national forests is an extra charge for a special use of the range. It should not be included with the seasonal fee, but should be figured separately upon the number of ewes or does to be lambed or kidded. The control of suitable lambing grounds is one of the most important factors in successful sheep raising. The intensive method under which sheep must be handled during the lambing season causes more damage to the range than ordinary grazing, and the lambing charge is made accordingly.

The phrase "for the purpose of lambing or kidding" should be construed to mean the use of a range during the period from the time the first lambs or kids are born until the herds are made up for summer grazing, or ordinarily the period during which the herd is on the lambing grounds. The mere fact that lambing corrals are located upon patented land within the forest or upon public lands immediately adjacent will not relieve a permittee from the payment of the lambing charge. Two cents per head will be charged in all cases where drop bands are grazed upon the forest or where ewe bands enter the forest immediately after the lambs are dropped and before the herds are made up for the summer. If a lambing ground is located partly within a forest and partly outside or on private lands, so that the stock will be grazed on and off the forest during the lambing period, there should be a division of the extra charge for lambing on the same basis as the on-and-off grazing fee.

While it is true that in some cases ewes or does entering the forest with lambs or kids after the herds are first made up must be confined to a limited area until the young are able to travel and consequently damage the range to an unusual extent, the element of special use and damage is not present and they will be charged for at the regular rate established for sheep and goats for the period.

PAYMENTS AND REFUNDS

REG. G-11. All grazing fees are payable in advance of the grazing period, unless otherwise authorized by the Forester. Crossing fees are payable in advance of entering the national forest.

When an applicant is notified that his application has been approved, he will remit the amount due for the privilege to the designated United States depository. Persons who fail to pay the fees as above specified must notify the proper forest officer and give satisfactory reasons. Failure to comply with the above provisions may be sufficient cause for denying a grazing or crossing permit.

When a permittee is prevented from using the forest by circumstances over which he has no control or for some justifiable cause does not use the privilege granted him, in the discretion of the district forester a refund of the fees paid will be made in whole or in part as the circumstances may justify and the Government's interests will permit.

INSTRUCTIONS AND PROCEDURE

Payment of Fees.

Grazing fees may be paid in two equal installments, except as hereinafter provided. The first payment must be made at least 15 days before the beginning of the grazing period, and the second payment on a date specified by the district forester.

All fees of \$10 or less, crossing fees, and those due on temporary stock where the permittee has no established preference, must be paid in full on or before the beginning of the grazing period.

Payment on Term Permits.

All persons holding term permits will be furnished a letter of transmittal (Form 861-G) by the supervisor, covering the grazing fees for the current year. Form 861-G) when returned to the permittee, will validate his permit for the period covered by the fees paid.

Emergency Concessions.

If an emergency requires that stock be allowed to enter the forest immediately, the supervisor may allow the stock to enter upon satisfactory evidence that the fee has been forwarded to the United States depository, the permit to be issued when notice of receipt of the remittance is received. In no case will stock be allowed to enter the forest before remittance has been made.

How Payments are Made.

Upon receipt of a letter of transmittal (Form 861-G) by an applicant, he will forward the amount due to the designated United States depository in accordance with the instructions found on the back of the letter of transmittal.

Nonpayment of Fees.

It is not the intention to bar the applicant from all future use of the range because he fails to pay his grazing fees for one period or part of a period within the time specified for such payment. If he fails to do so he will be denied a permit until the grazing fees have been paid, and may be prosecuted for trespass if his stock graze upon the forest, and his preference may be revoked in whole or in part as provided under Regulation G-19.

In case trespass action is instituted, the approval of the application will be modified so as to exclude that part of the grazing period which the stock were in trespass, and permit will be issued for only the part of the period during which the occupancy of forest land is in accordance with the regulations. The proper proportion of the grazing fee charged will be computed in accordance with the provisions of Regulation G-10.

If the applicant makes application without intending to use the range but merely to hold it to the exclusion of other permittees, he may be denied a permit.

Failure to make payment and use the range need not be made the grounds for rejection of a subsequent application if others are not deprived of range or the readjustment of grazing allotments is not necessary.

Delinquents.

When necessary, the supervisor will notify all persons who have not paid the fees prior to the beginning of the grazing period that their payments are overdue, and that unless payment is made within a certain specified time permits will be denied them. If payment is not made within the time specified by the supervisor, he will take such action as is justified in the case of each delinquent. (See "Card record.")

When Fee Paid is Less Than Amount Due.

When the amount paid is less than the amount due, the supervisor will notify the applicant to remit the remainder, withholding the permit until he does so. If after a reasonable time the applicant fails to remit the additional amount due, the supervisor may issue a permit for the number of stock which the grazing fees paid will cover.

REFUNDS

INSTRUCTIONS AND PROCEDURE

Excess Payments.

Forest supervisors may initiate action whenever payment is made in excess of the amount due. The amount overpaid will be refunded. Applications for the refund of moneys in excess of the amount due must be accompanied by a copy of the grazing permit issued, showing the amount paid and the number of stock and grazing period covered by the permit.

All claims for refunds must be made in writing to the supervisor and will be considered in accordance with Regulation G-11.

Statement and Report.

Applications for refund must be accompanied by a written statement from the permittee giving the reasons for requesting the refund. This statement should be accompanied with a report by a forest officer who has looked up the case.

Conditions Warranting a Refund.

If the permittee's failure to use the range is based upon reasons acceptable to the district forester and the range can be reallocated to another applicant without loss of revenue to the Government, refunds may be made. Unusual climatic conditions, floods, high water in streams, heavy snow, etc., or infectious disease causing quarantine by Federal or State authority, loss of stock caused by poison, disease, railroad wrecks, or in some unusual manner are all good reasons for refunds. If the district forester is satisfied that the permittee has exercised good business judgment and used proper methods in handling his stock and was still unable to place it upon the allotted range, a refund may be granted. In all cases of unusual loss where it is either impracticable or impossible for the applicant to secure other stock, a refund may be made; but if the stock can be replaced, as where a portion of the stock has been sold and removed from the range this should be required.

Loss of Range Through Trespass or Error.

An equitable portion of the grazing fees may be refunded when a permittee is prevented from enjoying the full use of his range by reason of trespassing stock or on account of an error by a forest officer.

Computation of Amount to be Refunded.

Regulation G-10 provides the basis of determining fees and all refunds will be computed in the same manner.

In cases where forest land is used during only part of a period covered by permit, and a refund of a portion of the grazing fee appears equitable, the fee due for the period during which the range was actually used or was available for use will be computed in accordance with the provisions of Regulations G-10. The difference between the amount thus determined and the amount actually paid may be refunded as unearned.

Transfer of Refunds.

A request that part or all of a refund be credited to the permittee in another transaction or be placed to the credit of another applicant will be referred to the district fiscal agent for action.

Sale of Stock.

No refund will be made on account of stock having been sold except in cases where the fees have been paid prior to the opening of the grazing season and the stock have not entered the forest, or the preference is waived by the original owner to the Government and the purchaser is allowed a permit. In such cases the fees on the number of stock repurchased may be refunded to the original permittee on his request.

The amount which will be refunded will not exceed the amount of the fees due on the permit issued to the purchaser. The difference, if any, between the amount paid on the original permit and the amount due on the new permit will not be refunded. A permittee who sells his stock under conditions which justify a full renewal of the permit to the purchaser, and signs a waiver to its renewal (Form 763), is entitled to a refund of the full amount paid. If the conditions justify a renewal for only a portion of the number of stock covered by the original permit, then that per cent of the original payment will be refunded.

Failure to Purchase Stock.

Persons who make application to graze stock which they do not own but intend to purchase will not be entitled to a refund because they fail to secure the stock. They may, however, reserve the right to place stock upon the range at any time during the period allowed by the permit.

In many cases applications are submitted for the privilege of grazing stock which the applicant expects to buy later in the season, and the supervisor approves the application and issues the permit. Later developments lead the applicant to believe that more money can be made by some other course and he requests a refund of the fees paid. Such refunds should not be approved. By the issuance of a permit the forest service has done its part in reserving sufficient range for the number of stock covered. In such cases the range is reserved for the permittee during the period covered by the permit, and he has the right to place the stock upon it at any time during the period. His failure to avail himself of the privilege does not constitute grounds for a refund.

Procedure.

Upon receipt by the supervisor of an application for a refund and a statement of the reasons therefor, if in his judgment the refund should be made in accordance with the regulations, he will prepare a Form 5a in duplicate and a Form 79b to cover the refund. The original voucher will be executed by the applicant for the refund or his legal representative. Having certified to the correctness of the amount and recommended its payment, the supervisor will forward to the district forester the above-mentioned papers, together with a copy of the grazing permit and a letter giving any information in the case necessary to its understanding.

If in the discretion of the district forester the refund should be made, it will be approved and, together with Form 79b, transmitted to the district fiscal agent for payment. When payment has been made the district fiscal agent will stamp the Form 79b with the word "Paid" and forward it to the supervisor.

Upon receipt of the Form 79b stamped "Paid" the supervisor will enter on his card, Form 621, the amount of the refund, together with the date when paid, filing the Form 79b in the permittee's proper grazing folder.

If not approved, the papers will be returned to the supervisor, who will be notified in writing of the reasons for disapproval. In such cases the supervisor will at once return to the applicant for a refund the original voucher signed by him, stamped "Void," together with a letter notifying him of the reasons for the district forester's disapproval.

No notice of approved refunds other than the return of the Form 79b stamped "Paid" will be sent to the supervisor.

RANGE MANAGEMENT

REG. G-12. Under the Forester's general instructions, the forests will be divided into grazing districts, the kind and number of stock to be grazed in each district determined, grazing seasons established, the entrance of stock regulated, range divisions between permittees made, and efficient methods of range use developed and applied with a view to the most equitable and profitable utilization of the forage consistent with its sustained productivity and with the protection of the forest and other related interests.

INSTRUCTIONS AND PROCEDURE

Range Management Objectives.

The objects of range management are:

The upbuilding of a permanent, stable, and highly productive livestock industry by as complete utilization of the forage crop as is consistent with forest protection, permanency of forage production and protection of other forest interests; the application of proved methods and special studies to accomplish the highest possible standards in range management and productivity; the encouragement of improved breeding and the production of the best quality of livestock products from the forest ranges; and the correlation of the grazing interests with other forest interests.

Forest supervisors and rangers are responsible for bringing about proper grazing conditions through the progressive initiation of such remedial measures as may be necessary.

Range-Management Plans.

To accomplish the objects of range management, the district forester will require the preparation of range-management plans for each forest or portion thereof. Since the ranger is recognized as the officer upon whom actual range management falls chiefly, these plans will be built up by the rangers, assisted by the supervisor, deputy supervisor, or grazing assistant. In general, these plans will take the natural division or allotment as the basis for all permanent records, annual plans and reports, and will cover five-year cycles. They will consist of maps, policy and objective statements, and such written material as will set forth proper range management and its relation to vegetative readiness, forage growth, seasons actually used, distribution and salting of stock, deferred and rotation grazing, the bedding-out system of handling sheep, poisonous-plant control, fire protection, degree of utilization, range improvements, etc., and important related interests, such as forest reproduction, wild life, and recreation.

The ranger's unit records and plans will be assembled by the supervisor into a working plan, setting forth the grazing objectives and policy for the forest as a whole. The forest plan will be approved by the district forester, and once agreed upon will be mandatory upon the supervisor except as to minor changes to meet necessary current adjustments. No general change in policy during the five-year cycle will be made without the approval of the district forester.

It should be recognized that these plans are not final; they should be completed as far as present knowledge will permit and revised to meet changing conditions or to conform with more accurate data when collected.

Vegetative Readiness.

On account of the variation in elevation, slopes, exposures, and forage types, there is often a great variation in the dates upon which forage is ready for grazing on different parts of the same allotment. It is important to control stock so that they graze the advanced forage first and do not get on to other range until the vegetation is sufficiently developed. (See U. S. Department of Agriculture Bulletin No. 790, "Range Management on the National Forests.")

Deferred and Rotation Grazing.

In order to allow the forage plants to remain vigorous and to reproduce by seed or other natural means, stock should be kept, from time to time, off of areas until the important forage plants have ripened their seed. Such deferment of grazing on different parts of an allotment can be rotated until the whole allotment is allowed to produce a seed crop. After the seed has ripened stock should ordinarily be allowed to graze the area during the same season. This rotation should be in periods of from three to five years according to local conditions.

In seeking the perpetuity of the forage resources, the objective in utilization should be to leave a sufficient amount of palatable forage for maturing seed over a period of years. In general, the annual average should be approximately 25 per cent.

The maintenance of soil fertility and watershed protection are also important considerations. For this purpose, and where practicable, not less than from 10 to 25 per cent of the herbaceous vegetation should be left on the ground at the close of each grazing season.

Grazing and Fire Protection.

There are areas on national forests of high fire hazard which can be greatly reduced by regulated grazing. Distribution of stock to accomplish this should be undertaken where there is now incomplete utilization of the forage. With the approval of the Forester, special concessions to stockmen may be made to introduce grazing into inaccessible areas.

Destructive grazing as a fire-protection measure is not usually required but may be employed on limited areas at strategic locations. It is not the policy of the Forest Service, however, to destroy forage for the benefit of other resources, but rather to bring about a well-balanced development of all resources through more intensive management and protection.

SALTING PLANS

Influence of Proper Salting in Range Management.

Salt and water are two important factors in distributing cattle and horses on the range. Stock will alternate between salt and water if the two are widely separated and will consume as much range around a salt ground as around a water hole. For this reason the best results are secured by placing the salt at points some distance from water. When practicable, the salt licks and troughs should be placed on ground of no value for other purposes. Permanent salt grounds should be posted.

Extent to Which Salting Should Be Required.

Salting is required as a means of forest protection and utilization, and the regulation should be enforced to as great an extent as the interests of the forest demand. Otherwise it should be enforced only upon the request of a majority of the permittees or when the State laws require the salting of stock.

Approximate Quantity of Salt Required.

Sheep will consume about a pound and a half of salt during a summer season. Deprived of salt they are harder to herd and more destructive to the range.

Cattle and horses will consume approximately 2 pounds of salt per head per month from the time the green feed begins until midsummer, and 1 pound per head per month during the remainder of the year. This quantity is in excess of that placed on most ranges, but experience has demonstrated that a liberal use of salt is a profitable investment. A lack of salt causes cattle to collect around old salt grounds and tramp out considerable range.

In placing salt, the carrying capacity of the range surrounding each salt ground, as well as the proper season for its use, should be determined, and the amount of salt should be placed on each salt ground which will supply the number of stock which the range tributary to such salt ground will support.

HANDLING SHEEP

Bedding Out and Open Herding.

The bedding-out and open-herding systems of handling sheep have proved so important both from the standpoint of the range and the sheep that they should be adopted as rapidly as practicable on all national forest sheep ranges.

The principal points in the systems are:

1. Herding in the lead of the sheep instead of in the rear, and training them to spread out and graze quietly.
2. Grazing rather than driving or trailing to and from water.
3. Bedding down the sheep on fresh bed grounds where night overtakes them, with proper selection of bed grounds so the sheep will be contented.
4. Camping close to the sheep each night either by using a burro to pack the herder's bed and food and allowing the burro to graze with his pack on during the time the sheep are feeding; or packing the herder's outfit with saddle horse or other means from a central camp; or having the camp tender keep the central camp moved to the vicinity of the sheep.
5. Using dogs as little as possible after the sheep are properly trained, and keeping them principally to protect the flock from predatory animals.

POISONOUS PLANTS

Efficient management on ranges infested with poisonous plants involves the designation of such areas on working plan maps and on the ground, and the development of methods of eradication or control. Men in charge of stock on the ranges should be informed of the the plants poisonous to stock and where they occur in dangerous amounts. Tall larkspur (*Delphinium* spp.), or water hemlock (*Cituta* spp.), may be eradicated at reasonable expense by grubbing. Losses from the smaller plants, such as low larkspur and loco (*Astragalus* and *Oxytropis* spp.), must be controlled by proper seasonal use.

EXCLUSION OF STOCK

When Authorized.

When the protection of camping places, lakes, streams, roads, trails, etc., or of areas to be reforested requires it, the supervisor may exclude stock from specified areas for such periods as are necessary. Stock will be excluded from areas where they would destroy young tree growth or prevent reproduction.

General Procedure.

When it becomes necessary to prohibit or reduce grazing on an area of such an extent as to necessitate a reduction in the number of stock allowed on the forest for the purpose of forest protection, to protect the water supply of a community, or for other reasons, the supervisor will: (1) Determine the action necessary, (2) secure approval of the district forester if a reduction in the number of stock authorized for the period is required, and (3) make needed closures, reductions, or shifts in allotments on the ground. If such action will result in a reduction of the number of stock allowed a permittee or a total exclusion of his

stock, he should be given a reasonable length of time in which to adjust his business to the new conditions. At least one year's notice should be afforded if total exclusion of stock is contemplated.

Where revocation of a permit is entailed, the district forester should take the action. Except in emergency cases, closures should take effect at the expiration of the grazing period.

Forest Protection.

It is within the authority of the supervisor, with the approval of the district forester, to close an area to all grazing, to reduce the number of stock allowed upon it, or to prohibit its use by certain classes of stock when the silvicultural needs of the forest demand it. For instance, sheep may be excluded from a timber-sale area for a certain number of years before or after cutting; or, in a year of scarcity of mast, hogs (otherwise permitted) may be excluded from the oak type. Where planting operations are being carried on, it will usually be necessary to exclude all classes of stock.

If silvical investigations show that grazing is responsible for the scantiness or lack of reproduction over a considerable area, a portion of it may be withdrawn from range use until young growth has become established, several years later another portion, and so on until the whole area has been restocked with trees. Forest growth must be given preference; but this should be accompanied by as little injury to the local livestock industry as practicable.

Watershed Protection.

The watersheds of streams supplying water for irrigation, municipal, or domestic purposes may be closed to the grazing of any or all kinds of stock when necessary to prevent erosion, floods, or the diminution or contamination of the water supply. The supervisor should ascertain definitely the character and extent of the benefit to be accomplished and the number of permittees and number of stock affected.

Public Camping Grounds.

The needs of the traveling public should receive careful consideration, and in the division of the range adequate provision should be made for the pasturage of work, saddle, and pack animals used by persons traveling through the national forests on business or for recreation. (See Instructions, Reg. G-2, "Transportation companies.")

Camping grounds required for the accommodation of the public may be closed to the grazing of permitted stock if such action is necessary. Upon the other hand, the well-being of the livestock industry is equally entitled to fair consideration. Where camping would seriously interfere with the livestock using certain designated watering places, the forest supervisor may, by posting, exclude or restrict camping use.

Game.

In making range allotments, whenever practicable the supervisor should provide adequate winter or summer feeding grounds, and in some cases breeding grounds, for game animals. These areas should not be crowded with stock to the extent of driving the game from its natural range or of depriving it of winter feed upon which it is dependent. Cooperation on the part of supervisors on adjoining forests may be necessary to accomplish this. In other cases, sheep may be excluded from limited areas to provide nesting places for game birds, such as pheasants, grouse, wild turkey, ptarmigan, or quail. No arbitrary action should be taken which will cause hardship to stock owners. Whenever possible, the owners should be consulted and, if possible, induced to agree to the proposed action. (See "Wild life," Reg. G-19.)

CLASSES OF RANGE

Best Use of Each Class of Range.

The ranges within the national forests should be used by the kind of stock for which they are best adapted, except when this would not be consistent with the welfare of the local residents or the proper protection of the forests. When an application is received for a class of stock not previously allowed to graze upon the range, the supervisor should determine, first, whether the change can be made without injury to the forest or the flow of streams; second, to which class of stock the range is best adapted; and, third, whether the change will be detrimental to the interests of the people residing in the vicinity of the range. The change will be made by the forest supervisor only when all three conditions are favorable and the area has not been closed to grazing.

Summer Ranges.

The high summer ranges of the national forests are required to enable ewes to produce the maximum amount of milk to give lambs rapid growth to prepare them for market. Therefore, as between the two classes, the higher and better ranges should be allotted to ewes and lambs.

Winter Ranges.

Winter ranges should not be allotted for use during the summer if such action will prevent their proper use during the winter by settlers residing in or near the forest who are dependent upon such ranges for wintering their stock. A range which cannot be used during the summer season but forms a part of the winter range should not be classified as an unused range in the sense that term is used when supervisors are authorized to allow permits for increased numbers of stock contingent upon the development of unused ranges by the creation of new sources of water supply, etc.

Lambing Grounds.

Early ranges suitable for the lambing of sheep and necessarily used for that purpose should be protected from overgrazing and injury during the remainder of the grazing season. Moderate grazing may be allowed prior to the close of the season, but continuous use throughout the entire summer period should be prohibited.

DISTRICTS AND DIVISIONS

Grazing Districts.

The kind and number of stock to be grazed in each district open to grazing on the forests will be authorized by the district forester. In his discretion, this authority may be extended to the supervisor.

Under these general instructions, and for convenience in administration, the national forests in which grazing is allowed will be divided into grazing districts by the supervisor. The districts should conform to administrative districts, if practicable, and each should be given a special number.

Grazing Divisions.

The grazing districts should also be divided into grazing divisions, which should be natural grazing units defined by topographic boundaries, with their limits determined largely by the class of stock which is to use them. Cattle and horses ordinarily graze both ways from a stream, but seldom cross the summits of the surrounding ridges. Sheep and goats ordinarily graze the crest and slopes of a ridge or mountain, but will cross none but shallow streams except on bridges. This should be kept in mind in fixing range boundary lines. Divisions, being smaller than a district, should usually be for the use of one class of stock and should be designated by well known names, such as "Mormon Lake Division," etc. These range divisions may be divided into individual ranges where advisable.

The boundaries of grazing districts and divisions should be made as nearly permanent as possible, in order to avoid confusion in the minds of permittees and herders and also to make the annual statistics more comparable.

Grazing Allotments Between Permittees.

The supervisor will provide for the distribution of stock between and upon the districts and make such range allotments between applicants for grazing permits as appear most equitable and for the best interests of the national forest and its users.

Range divisions set aside for the grazing of cattle may be subdivided into smaller units for the grazing of dairy cattle, stock cattle, and steers. The separation of these three classes of cattle is beneficial to the stock and to the range; consequently, it should be encouraged in every instance where the stock can be confined to the allotted ranges without excessive cost or deterioration. When separate ranges have been established for dairy, breeding, and beef animals, range allotments will be made in accordance with the class of stock covered by the permit, and each permittee will be required to confine his stock to his allotted range.

Cattle and horses will be allotted individual ranges only when topographic conditions and methods of handling make it practicable, but sheep and goats will be allotted individual ranges in every case, unless unusual circumstances prevent. The confinement of cattle and horses to individual ranges in a flat country would, of course, necessitate constant riding and increase the cost of handling, and is therefore inadvisable. When cattle and horses are assigned individual ranges, the permittees will be required to make a reasonable effort to keep their stock within the limits of their allotments.

The manner in which sheep and goats are handled makes individual allotments both practicable and desirable. The mixing of herds with consequent loss of lambs is avoided, and each permittee is encouraged to improve range conditions by better methods of handling his stock. In making individual range allotments for sheep and goats, the number of cattle and horses which will stray upon them from adjoining allotments should be considered, and proper allowance made for this excess.

Range allotments should be established by natural grazing units so far as topography, water, present ownership of improvements and ranch property, the adaptability of the forage for different classes of stock, and demand for forest range will permit. When allotments are so laid out they should not be changed to meet fluctuating demands but numbers of stock should conform with the natural unit or units rather than the unit made to conform with the numbers of stock.

In order that individual initiative and self-interest in the improvement of the range may be secured to the fullest possible extent, individual allotments should be assigned wherever topography, water, ownership of improvements and ranch property, and demand for range will permit. Stability in range use can best be brought about by individual allotments in such cases. The practicability of establishing individual allotments, all other things being equal, will often depend upon the investment per head of stock in improvements essential to individual control.

Community allotments should be laid out with the same degree of care and with full consideration of the factors involved in the above two paragraphs. It is often possible to combine several units of range into a community allotment and through active cooperation on the part of the stockmen establish practically the same unity of control and management as on an individual allotment.

GRAZING PERIODS

Establishment of Grazing Periods.

The district forester will establish the opening date for year-long periods. He will also establish the shorter grazing periods, but in his discretion may delegate this function to forest supervisors.

Points to Consider in Fixing Grazing Periods.

Grazing periods will be established for each national forest to meet the general need of the stockmen and to secure economical use of the forage. An endeavor should be made to adjust periods to local conditions and to allow grazing only when the particular range in question can be used to the best advantage without injury to the forest. It is inadvisable to hold stock on winter range or in feed lots after the range within a forest is ready for use, but it is decidedly unwise to allow stock on forest ranges before the feed has well started, or while the range is so wet that the stock will cause injury to both forage and tree growth. The condition of the range rather than the desires of the applicants must determine the period. Supervisors should recommend periods which secure the best use of the range without damage. They should avoid the establishment of too many periods which create administrative difficulties in grazing supervision.

Seasonal Periods May be Shortened Under Term Permits.

For the purpose of forest protection, it may be necessary to shorten in any year the grazing periods allowable under term permits.

Special Periods.

When grazing periods have been fixed by the district forester or the supervisor, stockmen will be required to secure permits and pay the fees for the full period. Special periods can be allowed only in cases where the circumstances render such action equitable to the Government and to other stockmen needing range. For example, if a certain range will support 10,000 head of sheep from June 1 to October 31, the issuance of a permit to graze 10,000 head of sheep from July 1 to September 30 means a loss of forage values, a loss of revenue to the Government, and a loss or opportunity by others than the permittees to put stock on the range.

Monthly Permits.

Monthly permits will be authorized only where special conditions warrant it. Despite the fact that they may be more convenient for the permittees, there are several factors which render the general issuance of permits on a monthly basis impracticable from an administrative viewpoint. The practice will result in a disregard of the periods of use to which the ranges are naturally adapted, with consequent incomplete utilization, alternate understocking and overstocking, loss of range capacity, loss of control, and loss of revenue. Such permits would necessarily be subject to extension and additional payments would be required. For these reasons monthly permits will not be allowed unless demanded by exceptional conditions.

Additional Time Allowance.

The supervisor may allow stock to enter not more than 15 days in advance of the date fixed for the beginning of a grazing period, or allow it to remain 15 days after the expiration, without additional charge, when the needs of the users demands such action and the condition of the range warrants it. The additional time allowed shall not exceed a total of 15 days during any one grazing period and will not be stated in the permit, but permission to enter before or remain after the regularly established dates will be given either by general notice or by a letter written to the applicant. (See instructions under Reg. G-10.)

Larger Number for Shorter Period.

Under unusual conditions, where the interests of the range and the stockmen justify such action, a proportionately larger number of stock for a shorter period than the established grazing period may be allowed, provided the period is shortened at the beginning rather than at the end.

Extension of Permits.

If suitable range is available within the national forest, grazing permits for short periods may be canceled and extended permit issued for any of the longer periods established for the forest.

Protection of Short Period Permittees.

If the stock which graze in common upon a single grazing unit are covered by permits for different periods so that a portion enter the range considerably in advance of the balance, a reasonable proportion of the unit should be designated as the early range. The stock which enter first should be confined to the part so designated until the beginning of the last or shorter period, after which the entire unit may be used in common by all stock allotted to it.

COUNTING STOCK

Procedure.

When an owner who has a permit is ready to drive in his stock he may be required to notify the nearest forest officer by mail or otherwise, of the number to be driven in. If called upon to do so, he must provide for having his stock counted before entering a national forest, or at any time afterwards when the number of stock appears to be greater than the number covered by permit.

The judgment of forest officers making counts of stock of uncertain age shall be conclusive in making allowances for exemptions under Regulation G-2.

When Unnecessary.

Where the local forest officers are in possession of reliable information that the number of stock being brought in by a permittee is not in excess of his permit number, counting may be dispensed with.

Counting Report.

A report on stock counted (Form 874-18) will be sent to the supervisor when he may require it.

Stock in Excess of Permit Number.

Slight discrepancies from the number covered by permit may be permitted when an exact count is impossible. When such count is possible, a slight excess in a large permit may be overlooked or a supplemental application for the excess required.

Ordinarily an excess of 1 per cent may be ignored. If the range is heavily stocked, any greater excess should be removed from the herd before it is allowed to enter. If the range is not heavily stocked, the excess number may be allowed to remain in the herd if the owner will immediately apply for a supplemental permit for the whole excess.

Feed-lot Counts.

Counting in the feed lots can be done at a time when it will interfere little with a ranger's duties. An applicant who refuses to allow his stock to be counted in a feed lot may be required to arrange for a count before entering the forest, or to round up at any time thereafter if the supervisor has reason to believe that the number being grazed is in excess of the permitted number.

Round-ups.

A count of the permittee's cattle on the range is a difficult and expensive matter. Consequently special round-ups for counting should be avoided unless absolutely necessary and wherever possible the number ascertained by other methods.

Regular beef, calf, or general round-ups inaugurated by the stockmen themselves should in no way be under the control of the Forest Service. Forest officers detailed to accompany a round-up will give first attention to their work, which is to determine the numbers of permitted stock. They should, however, help the stockmen where they can and avoid unnecessary disregard of the authority of the person in charge of the work.

Calf Tally.

Under ordinary conditions of range stock raising, four times the number of calves branded in an average year will approximate the total number of stock the owner has, from yearlings up. To illustrate, if a man brands 100 calves in a normal season, it is probable that he has about 400 head of cattle, counting yearlings and beef on the range. The calf tally multiplied by 5 will give the approximate number of stock the owner will have on the range in the following year, less the number of head sold and lost.

Sale Records.

The record of stock sold and slaughtered, which may be obtained usually from the State livestock board and checked by railroad records when the stock is shipped from railroad points, will furnish a close check on the number of stock a permittee is grazing, provided he is not selling stock raised by other users of the range. When stock is grazed on a forest during the entire year, the supervisor may require permittee to furnish satisfactory evidence of the removal of a number of stock equal to the natural increase.

HANDLING OF STOCK

REG. G-13. Forest officers shall require methods of handling stock on the national forests designated to secure proper protection of the resources thereon and dependent interests, and may require the owners of livestock to give good and sufficient bond to insure payment for all damage sustained by the Government through violation of the regulations or the terms of the permit.

INSTRUCTIONS AND PROCEDURE

Purpose of the Stock Handling Regulation.

Years of experience in the management of stock on the national forest ranges have enabled the stockmen, in cooperation with forest officers, to develop practical methods which insure the continued productivity of the forage crop and increase the benefits to the individual user. It is, therefore, the purpose of the regulation to require of stockmen the adoption of the methods which have proved beneficial to all interests concerned.

Bedding Sheep and Goats.

Sheep and goats must not be bedded more than three nights in one season in the same place, except in the case of ewes while lambing; they must not be bedded within 300 yards of any running stream or living spring, except in cases where these restrictions are clearly impracticable.

The above limitation applies particularly to the bedding of sheep and goats within 300 yards of a stream or spring that is the source of a water supply for a community or town.

Prolonged Use of Bed Ground.

The prolonged use of one bed ground by a band of sheep or goats is destructive to the range and results in lighter gains by the stock because the amount of forage trampled by a close-herded band of sheep is fully as great as the amount actually fed. Then, too, the sheep leave the bed ground hungry, and before fresh ungrazed range is reached a large number of plants that ordinarily would escape destruction may be injured. Reestablishment of the forage thus destroyed is difficult, if not impossible.

Combining Herds After Shipping.

The practice of combining two or more herds into one after the lambs are shipped should not be allowed if it contributes to poor range conditions, or if the topographic and water conditions are such that the best interests of the range suffer.

Division of Range.

Forest officers may divide range allotments into parts and require the holding of any class of stock off any part or parts during specified periods. They may require specified distribution and handling of stock throughout the grazing period, and may limit the number of sheep and goats in each herd.

Distribution of Stock.

In rough country cattle are inclined to congregate, injuring some areas and underutilizing others. Proper salting and water development, and fencing wherever practical, may remedy the situation, but herding will often be required to secure proper distribution of the stock and even utilization of the forage.

Trailing Sheep and Rounding Up Cattle.

Trailing of sheep should be reduced to a minimum and the least possible use made of dogs. Open herding should be practiced. The herd must not be too large; usually 1,000 to 1,200 ewes with lambs, or 1,500 to 2,000 dry sheep can be handled in a single herd economically without undue injury to the range. Sheep should not be driven but grazed into and out from water.

The ideal in handling range cattle is to keep the animals well and evenly distributed over that part of the range which they should occupy as the season advances, and disturb them as little as possible. To this end unnecessary rounding up or gathering of cattle should be avoided during the grazing period.

SALTING STOCK

All stock grazed on a national forest must be salted regularly at such places and in such manner as forest officers may designate.

Salting and Handling of Stock Under "On-and-off" Permits.

The Forest Service can not enforce salting outside the forests. If insufficient salt is placed on adjacent ranges while the stock on a forest is properly salted, obviously too many cattle will be attracted to the forest. Stock under "on-and-off" permits must be so handled that only the fair proportion will use the forest range. If this is not done, the supervisor must refuse to continue "on-and-off" permits, and instead issue regular permits and allow no more stock on the forest at any time than the number covered by such permits.

Action in Case of Refusal to Properly Salt Stock.

Ordinary a person who refuses to salt his stock when requested to do so will be subject to a reduction in permit number during the following year. If his refusal is continued and results in damage to the range, he may be denied further privileges.

Card of Thanks.

This card should not be cheapened by indiscriminate use, but should be sent only to the men, either camp tenders or herders, who during the grazing season carefully observed the regulations, the terms of the permit, and the instructions given them by forest officers.

Bonds.

The supervisor may require the owners of transient stock or nonresidents of the State or Territory in which the national forest is located, or persons who have persistently violated the regulations of the Secretary of Agriculture, to give good and sufficient bond to insure payment for all damage sustained by the Government through violation of the regulations or the terms of the permit. The bond as determined by the supervisor should be sufficient to cover the risk.

The supervisor will prepare the bond on Form 377, stating the number and kind of stock, describing the range, and stipulating that the stock will graze only on the area described. After approval by the district assistant to the solicitor, the supervisor will send the bond to the applicant for execution with the notice of approval of his application. Upon its return the supervisor will approve it if he is satisfied with the sureties. The permit will not be issued until the bond is approved, nor will bonds be required after the permit is issued and during the period covered by it. Violations of the regulations during that time should be handled as trespass.

All bonds required in connection with grazing permits will be filed in the supervisor's office.

SANITATION, QUARANTINE, AND LOCAL LAWS

REG. G-14. To prevent nuisances and insure proper sanitary conditions on the national forests, the Forester may require compliance with livestock quarantine regulations and such other sanitary measures as he may deem necessary.

The Forester may require the owners of all stock grazed under permit, or allowed to cross any national forest, to comply with the local livestock laws of the State in which the forest is located.

INSTRUCTIONS AND PROCEDURE

Enforcement of Quarantine Regulations.

The owners of all stock grazed under permit in, or allowed to cross, any national forest will be required to conform to the quarantine regulations of the Secretary of Agriculture.

Whenever the stock in any locality is known to be infected with a contagious disease, or notice to that effect has been given the Forester or district forester by the Bureau of Animal Industry, the owners of all stock to be grazed in national forests, must, if required to do so, subject the stock to inspection, and if found necessary have such stock dipped or otherwise treated before it is allowed to enter the forests. At any time during the period for which a grazing permit has been issued, if the stock is found to be infected with a contagious disease, it must be dipped or otherwise treated in accordance with the instructions of the inspectors of the Bureau of Animal Industry, or the permit will be revoked and stock removed from the national forest.

Upon receipt from the Forester of a statement of quarantine or inspection work to be conducted by the Bureau of Animal Industry during the grazing season, the district forester will communicate with the Bureau of Animal Industry district inspectors, requesting information regarding the quarantine or inspection regulations to be in force during the season and the forests to which they will apply.

When this information is received, the supervisors concerned will be informed of the name and address of the district inspector in charge, will be instructed regarding the regulations to be enforced, and requested to cooperate with the officers of the Bureau of Animal Industry, rendering them the necessary assistance and furnishing them with a list of the permittees, the dates upon which the stock will enter the forest, and all other information required.

The same routine will be followed in regard to State quarantine regulations, unless they conflict with the regulations of the Bureau of Animal Industry.

The enforcement of Federal or State quarantine regulations will not be undertaken by the Forest Service except in cooperation with the Bureau of Animal Industry or State official in charge, and supervisors will in all cases be furnished with definite instructions for their guidance.

Upon receipt of requests for the enforcement of Federal or State quarantine regulations which conflict with forest interests, or of requests from a State official which conflict with the regulations of the Bureau of Animal Industry, the district forester will endeavor to secure a modification. In all such conflicting matters pending a decision by the Forester, the instructions of the Federal authorities will be paramount. If a modification can not be secured, the matter will be submitted to the Forester for decision before final instructions are issued to supervisors.

Enforcement of Local Laws.

The owners of all stock grazed under permit must comply with the livestock laws of the State. Permits will be revoked if the failure to comply with such laws is resulting in injury to the forest or range, or is nullifying any approved special rules recommended by a recognized livestock association.

Rangers should, when necessary, inform all persons of the local stock laws and endeavor to prevent their violation. If actual violation of the law is discovered by the ranger, he will at once notify the proper State officer, if practicable, and report this action to the supervisor. If unable to communicate with the State officer, or if no action follows, he will give the facts to the supervisor, who will transmit them to the proper State authority. All officers of the Forest Service will assist the proper State officials in the enforcement of all quarantine and livestock laws, and will, with due regard to their official duties, assist the stock owners to protect their property against loss by theft.

Estray or Unbranded Stock.

The ownership of all estray or unbranded stock upon the national forests will be determined by the laws of the State in which the forest is located, and forest officers will be governed by such laws in the handling of estray or unbranded stock. Persons legally entitled to acquire title to estray or unbranded stock may be allowed to do so, but no permit or agreement should be granted or entered into by any forest officer which authorizes a charge to be made for the gathering of such stock or its sale by the person or persons who have gathered or captured it.

Estray or unbranded stock, if not claimed by persons entitled to it under the law, will be held, and the State authorities requested to take charge of it or authorize the forest officer to dispose of it in accordance with the State law.

Forest officers should not attempt to acquire title to estray or unbranded stock, or assume that its presence upon the forest gives any right to its use, except when they are qualified under the law to acquire ownership of the stock. (See Reg. T-12 (Impounding Regulation), Trepass Section of the Manual.)

Disposal of Carcasses

The carcasses of all animals which die on the national forests from contagious or infectious diseases must be burned and the carcasses of all animals which die in the close vicinity of water must be removed immediately and buried or burned.

The carcasses of animals dying from blackleg, anthrax, glanders, and other bacterial diseases scatter germs on the range when they decompose, and a healthy animal or person may contract the disease. Therefore, to prevent the pollution of water supply and the spread of disease among human beings as well as livestock, this rule will be strictly enforced.

Owners Must Dispose of Dead Animals.

Where the ownership of a dead animal can be ascertained, the work of burning or burying the carcass must be attended to by the owner or his employees. So far as practicable, forest officers will notify persons of the presence upon the range of dead animals owned by them. If the owner fails to comply with the notification, or if he can not be notified in time to secure effective disposal, the forest officer may provide for such disposal and the owner must pay the costs. Where this ownership can not be ascertained, the duty of carrying out the regulation falls upon the local forest officer.

How to Burn a Dead Animal.

The destruction by fire of the carcass of an animal weighing perhaps a thousand pounds is not an easy matter.

One of the best methods known is to dig a hole as close as possible to the carcass, about 2 feet deep and large enough otherwise to contain it.

On the side of this hole dig two or three small ditches or trenches sloping from the surface of the ground into the hole. These will secure a strong draft, which will aid materially in the success of the work.

Having filled this hole with dry wood piled so as to give the maximum draft, the animal can readily be rolled onto the pile, and with an additional supply of wood placed around the carcass, the combustion will generally be almost complete.

The earth taken from the hole can then be thrown back into it, covering what few bones are left unburned, and the job will be completed in a satisfactory manner.

RANGE IMPROVEMENTS

REG. G-15. (A) Special-use permits must be secured for all range improvements.

(B) When the proposed improvements are necessary for the efficient utilization of the range a clause will be included providing that title shall vest in the Government at the end of a 10-year period. Exceptions may be made where an agreement is reached on an adjustment-fee basis for some other period under paragraph **(C)**.

(C) With the consent of a permittee who has constructed or maintained, or who may hereafter construct or maintain, range improvements which are necessary to the efficient utilization and management of national forest range, the Forester may make an adjustment of the grazing fees for a period of years sufficient to recompense the permittee for the value of such improvements.

Acceptance of the provisions of paragraph **(C)** of the regulation is optional with the permittee or Forester.

INSTRUCTIONS AND PROCEDURE

Purpose of Regulation G-15.

The general purpose of Regulation G-15 is to promote the construction of necessary range improvements and at the same time provide for necessary administrative range adjustments on a basis fair to the interested permittees.

Statement of Policy.

It is the policy of the Forest Service to encourage the construction of improvements necessary for the proper management of livestock permitted to graze on the national forests. Proper management includes the utilization of existing forage resources and their perpetuation and improvement, efficient supervision of livestock, and the safeguarding of the timber and other interests and resources of the forest from injury through grazing.

Generally speaking, improvements essential to proper range management will be constructed by the permittees concerned under free permits allowing the builders to obtain the resulting benefits without the fee being correspondingly increased for a 10-year period and thereafter vesting title in the Government.

In no case will provision be made for the erection of permanent improvements based on a temporary adjustment of the grazing fees unless the project meets in every way the essentials of a sound public business transaction. To be justified it must be clearly shown that the plan will secure better range and forest management and that in the long run the action proposed will result in increasing rather than diminishing the total receipts from grazing fees. Although provision is made under Regulations G-15 and G-16 for the amortization of necessary range improvements by the adjustment of grazing fees, it is expected that usually the general level of fees will be maintained. Amortization by readjustment of grazing fees will be resorted to only in special cases where it is clearly justified as sound business practice and funds are not otherwise available for the work.

Permits Required for all Range Improvement.

Special-use permits are generally issued without charge for all classes of range improvements. Construction without permit constitutes trespass. Range improvements may be classified into two groups: (1) Improvements necessary for the reasonable, efficient management of the range; and (2) Improvements of convenience. All improvements which materially affect the value of the range are included in the first class. Special-use permits issued hereafter for the construction of such improvements shall uniformly contain stipulation providing for their maintenance at the cost of the permittee and for the automatic vesting of title in the Government at the end of 10 years, unless the original permit contains a provision for title vesting at some other date under paragraph (C), or a mutual agreement is at some later time reached for the application of its provisions.

When Paragraph (C) Applies.

The provisions of paragraph (C) as they pertain to the full value of the improvements will be applied only in exceptional cases where administrative adjustments in range use are necessary to protect national forest interests and where such adjustments would deprive a permittee of the value of his improvements, or in cases where improvements urgently needed for proper use of the range can not otherwise be constructed.

When Paragraph (C) Does Not Apply.

Paragraph (C) will not apply to the retirement of the investment in improvements located on private land; to improvements of convenience but not essential to the proper use of the range, such as dwellings, barns, horse pastures, or other stock-handling facilities; to structures partly paid for from Federal funds; or to structures constructed under special-use permits which provide for Government ownership at the expiration of a given period where that period has already expired.

How Paragraph (C) is Applied.

(1) Where an agreement has been entered into under Regulation G-15 providing for the construction of improvements by the permittee upon the basis of an adjusted fee, the range should be given a value as in its improved condition, less the amortization allowed. Provision should be made for the amortization of the entire cost of the improvements, including maintenance and a reasonable rate of interest, within an agreed period, at the end of which period the fees should be readjusted to the value of the range as improved minus the cost of maintenance. The grazing permittee may either be required to maintain the improvements or to pay the cost of maintenance into a cooperative fund under Regulation G-16.

(2) In the case of improvements which have been erected under special-use permits providing that title shall vest in the Government at the end of a 10-year period, the amortization of the cost of improvements should be applied pro rata to the unexpired portion of the 10-year term. In the case of improvements covered under outstanding terminable special-use permits (without the 10-year feature) amortization should apply to the fair appraised value of the improvements at the time when the amortization agreement is made.

Basis for 10-Year Improvements.

It is believed that the majority of range improvements not requiring an unusually heavy investment will be constructed under paragraph (B), with title to the improvements automatically vesting in the Government at the end of 10 years. This is due to the fact that grazing fees for the 10-year period will be based upon the value of the range without such improvements, allowing the stockmen the full benefit of its increased value during the entire 10-year period, even though such increased value may amount to several times the cost of the improvements.

Increases, Reductions, and New Permittees on Improved Range.

In cases where, during the period of preferred use assured to the private owners of range improvements under paragraphs (B) or (C), it is found necessary for any reason to make a reduction in the grazing permits of said owners, compensation for such reduction will be made by a pro rata extension of the period of use of the improvements without increase in fees taking up the value added to the range by them. If, however, it is found that the range thus benefited will carry an increased number of stock, the original permittees may, if otherwise entitled to preference under the regulations, receive increases in their grazing permits at the prevailing fees. All other new stock allowed on the range, whether to beginners or others, should be charged a fee on the basis of its improved condition. Care must be taken, however, not to allow stock on such range under conditions which would reduce the benefits which the original permittees are entitled to secure from their investment. This may require a contribution from the new permittees toward maintenance of range improvements under Regulation G-16, with a corresponding adjustment of the fee.

Period of Retirement Plan under Paragraph (C).

No specific period can be stated which will cover all cases. It must be determined in accordance with the special conditions surrounding each project.

When extraordinary exigencies of administration demand, the full value of a project may be retired within one year, providing the total allowed does not exceed the limitations herein provided. Usually the period of amortization should not exceed five years, but in exceptional cases the district forester may agree to a period as long as 15 years.

Authority of District Forester.

When in the discretion of the district forester the interests of the Government will be proportionately benefited and the needs of forest administration justify such action, he may adjust the grazing fees under paragraph (C) so as to fully compensate a permittee for the agreed value of existing improvements; provided the reduction in grazing fees does not exceed 10 per cent of the grazing receipts of the forest in any one year.

Agreement on Part of Permittee.

Before the provisions of paragraph (C) are applied in any case, the permittee's approval to such plan must be secured in writing. In the event the district forester decides to shift allotments or make any other needed administrative adjustments on a range in which the acquisition or construction of improvements is involved, and the permittee refuses to accept an equitable proposal for compensating him for the value of the improvements, his refusal will be considered as relieving the Government from further obligations and the adjustment may be made without applying the provisions of this regulation.

Cases Involving Joint Ownership.

Where joint ownership of improvements is involved, agreements under paragraph (C) should be reached with all permittees interested in the improvements, each receiving the same equitable consideration according to his pro rata interest. Where agreements can not be reached with all permittees involved, a majority of the permittees interested in the range served by the improvements may form an association under Regulation G-18, and as such may become a single permittee and be dealt with accordingly. Or an agreement may be entered into with an association whereby the work will be done by the association and all permittees using the improvements will be given the advantages of a fairly

adjusted fee. The service will cooperate with the association in securing its pro rata contribution from each permittee under the procedure authorized by Regulation G-18.

Procedure Under Paragraph (C).

The district forester will ascertain the character, location, number, value, and ownership of all range improvements involved in any administrative adjustments of range use. After the plan on any area has been completely developed, he will submit the proposal in writing to the permittee. Upon receipt of the written acceptance of the proposal by the permittee, the district forester will cause to be entered on the card record Form 621 a notation to the effect that the grazing fees are adjusted on the basis of this regulation.

The following clause will be inserted in all grazing permits issued to permittees taking advantage of this regulation:

"In consideration of the issuance of this permit for the period —— at a grazing fee of —— the permittee does hereby relinquish to the United States all right, title, or interest in the following-described improvements."

Use of Government-Owned Improvements.

The fact that title to range improvements vests in the Government will not in itself prevent permittees from participating in using such improvements so long as they retain permits to share in the use of the range, but no reduction will be made in the grazing fee on account of Government-owned improvements, except as may be necessary to maintain them.

Government Aid on Range Improvements.

Subject to the usual free-use regulations and instructions, posts, poles, and other necessary timber may be obtained free of charge for the construction of range improvements. The service may also contribute other materials or may participate in the construction of improvements necessary for the efficient utilization of the range. No reduction will be made in the 10-year reversion of title on account of timber allowed under free use. But in the case of improvements constructed under paragraph (B) a reduction will be made in the 10-year period correspondingly to the Government's pro rata contribution otherwise. In the case of improvements erected under paragraph (C) such contributions will be taken into consideration in adjusting the fee.

Adjusted Fees to Purchasers.

A purchaser of stock or ranches with waiver from a permittee whose fee has been adjusted to cover the value of range improvements or the cost of their maintenance is entitled to secure a permit for the number of stock for which the renewal of permit is allowable on the same basis of grazing fees as the original permittee.

GOVERNMENT CONSTRUCTED COOPERATIVE RANGE IMPROVEMENTS

REG. G-16. The Forester may provide for the receipt and disbursement of cooperative funds from stockmen for the improvement and protection of the range and other immediately related national forest interests which might otherwise be adversely affected by the grazing of livestock.

INSTRUCTIONS AND PROCEDURE

Object of Regulation.

The object of this regulation is to enable the Forest Service to secure necessary range betterments which can not be obtained under the voluntary provisions of Regulation G-15.

When Cooperation May be Required.

Advantage should be taken of this provision only when the necessary funds are not available under some appropriation, when the interests of either the national forest or the livestock industry would otherwise be injured, and when it is impracticable to secure equivalent results under Regulation G-15.

Necessary Conditions.

One of the conditions which must be met in providing for cooperation of this kind is that the improvement or service shall be necessary for the proper management of the range and the livestock under permit or to protect other forest resources from injury by grazing. This regulation does not authorize the receipt and disbursement of cooperative funds for improvements or service not immediately related to the use of the national forest for grazing purposes.

Basis of Financial Cooperation.

When improvements or service of the kind described above are needed, but the self-interest of the permittee or permittees is not a sufficient motive to secure the described result and funds are not otherwise available, the grazing permit may include as one of its conditions the payment of a certain amount per head into a cooperative fund in addition to the payment of the grazing fees.

Where such a project is decided upon the permittees concerned should first be consulted and allowed their choice of alternative plans: (1) No reduction in grazing fees on account of the required cooperative contribution, but as compensation therefor no increase in fees to be made for 10 years in the use of the improved range based on the increase in its value from the improvements; (2) an immediate reduction in grazing fees equal in amount to the cooperative assessment. When the range has been improved and cooperative contributions are no longer required the range will be reappraised by including the additional value resulting from the improvements and the grazing fees will be readjusted to meet the changed conditions.

Projects Requiring Reduction in Grazing Fees.¹¹⁶

When the permittees choose to have the project constructed under the provisions of plan (2) it may be undertaken under either of the following methods:

(a) If the project is one which can be constructed in one year and the reduction in grazing fees that can be made is sufficient to cover the cost of construction, the transaction may be closed by requiring the necessary deposit in the cooperative fund before the opening of the grazing season. Or if the work is of such a nature that the most economic results can be secured by extending it over two or more years, it may be handled by a reduction in the grazing fee each year sufficient to cover the cost of the work to be performed each year.

(b) If the project will cost more than can be obtained in any one year by a reduction in the fee, and it can be constructed more economically by having the full amount available before beginning the project, the permittee or permittees, if willing, may make an advance payment into the cooperative fund sufficient to cover the total cost. In the event he or they do so, a reasonable rate of interest may be allowed on advanced funds and the reduction in grazing fees be of a sufficient amount and carried over a period long enough to reimburse the permittee or permittees.

Examples.

(a) A range infested with poisonous plants can not be grazed to advantage. Where such range is used in common by many permittees, individual self-interest may be largely inoperative, because all users of a common range share in its benefits regardless of participation in expenditures for its improvement. Without enforced and regulated cooperation, an impasse prevails, the range is of little value to the stockmen, and the Government's receipts are correspondingly low. In such cases the improvement of the range should be made an obligation upon its use. This can only be enforced by requiring a cooperative contribution from each permittee under the provisions of Regulation G-16. The stockmen in turn would be reimbursed for their expenditure by either (1) 10-year use, or (2) readjustment of the grazing fee as they may elect.

(b) Where it is necessary to exclude stock from an area newly planted or recently cut over, the choice may lie between excluding all stock from a large area or fencing a small one, including fencing as a prerequisite to the use of the range. In the latter case cooperative contributions may be required under either plan (1) or (2).

(c) The use of a stock driveway may seriously injure the forest or range through lack of regulation, which can not be given it by the administrative force on the forest without subjecting other forest interests to even greater injury. In such a case the only alternative to prohibiting the use of the driveways is to provide for proper protection by requiring contributions toward a coop-

erative fund which can be used in employing an officer to enforce driveway regulations. Obviously only plan (2) would be acceptable to the stockmen in a case of this kind and there can be no reappraisal until it is practicable to discontinue the cooperative requirement.

Procedure.

Where it appears necessary or desirable to provide a cooperative fund for improvements or protection under this regulation, the supervisor should submit a complete report with detailed plans to the district forester, discussing the proposed project from the standpoint of national forest interests and the interests of the stockmen, who should be freely consulted and given full consideration before final recommendations are made. If the district forester finds that the project meets the requirements of the law and service policy, is in the public interest, and does not impose an inequitable burden on the stockmen, he will approve the plan and authorize the collection of a cooperative fund upon a definite basis. The payment of the approved pro rata share annually toward such cooperative fund, with the grazing fees (adjusted, if necessary, to meet the new conditions), will thereafter become an additional requirement for the continuance of grazing permits on the area. The notice to stockmen requiring payment should be on Form 861-G. Cooperative contributions should be paid in full at or before the beginning of the grazing period.

Limitations.

Where it appears necessary to readjust the range appraisal to provide for cooperative protection or improvements under Regulation G-16, the district forester should in no case make a reduction from the rates previously approved by the Forester, which will exceed 10 per cent of the grazing fees for that forest in any one year.

DAMAGE TO IMPROVEMENTS

REG. G-17. The owners of all stock grazed on or allowed to cross any national forest must repair damage caused by their stock to roads, trails, springs, or other improvements. Failure to make prompt and adequate repairs, particularly after repeated notice, is sufficient grounds for suspending or revoking the offender's permit or preference in whole or in part.

INSTRUCTIONS AND PROCEDURE

Damage to Roads, Trails, or Springs.

Each person or group of persons granted grazing permits must repair any damage to roads or trails under the jurisdiction of the Forest Service caused by the presence of their stock. They must also fence any spring or seep upon Government lands which is being damaged by the trampling of their stock, and if required by the supervisor must pipe the water into troughs or reservoirs for watering stock. Such reservoirs must be open for public use.

It is entirely reasonable to require a permittee to clear a road or trail which has been filled with rocks by the passage of his stock, but it is not reasonable to ask him to improve the condition of the roads or trails beyond what they were before his stock entered the forest. If the permittee refuses to repair damage, the service should undertake the improvement with the cooperation of the interested permittees if they can be persuaded to assist. The supervisor should report the case to the district forester with recommendations for appropriate action regarding the grazing preference of the offending party. The penalty should be proportional to the offense.

Similar repairs on State or county roads may be required in the discretion of the supervisor. This should be required particularly in the case of roads which are being maintained by the Forest Service or in the maintenance of which the service is cooperating with State or county agencies.

COOPERATION WITH STOCKMEN

REG. G-18. In order to secure a collective expression of the needs of persons holding grazing permits on national forests, or portions thereof, and to afford them a reasonable opportunity to share in the administration of grazing and secure joint action on the part of permittees, the Forester will provide for recognition of and cooperation with State and local livestock associations under the provisions of Regulation A-9.

Whenever a national livestock association appoints an advisory board or committee representing users of the national forests in all of the different States, it will be recognized by the Forester and consulted annually regarding matters which concern the use of national forest range.

INSTRUCTIONS AND PROCEDURE

Reasons for Cooperation.

The primary purpose of the regulations is to make the national forests as useful as possible to the people, consistent with their protection and the perpetuation of their resources. It is clearly impossible to meet the wishes of each individual user, but it may be possible to meet the wishes of the majority if made known through an organization.

Recognition of Associations.

Whenever a State livestock association appoints an advisory board, it may be recognized by the district forester and consulted in regard to general matters which affect the administration of the national forests within the entire State.

Within the discretion of the district forester, local associations which comply with the requirements may be recognized by the forest supervisor.

Character of Association.

An association must contain a majority of the permittees using the area for which it desires recognition, and may be officially recognized for an entire forest, a district, a division, or as a group of permittees having a community of interest in particular features of range administration.

The phrase "majority of the permittees" means a majority of the permittees in the preceding grazing season who grazed a certain class of stock under permits of record, either paid or on account of private lands, upon the range unit within which recognition of the association is desired.

Small Organization Practicable.

In the administration of the national forests, good results have been secured through cooperation with associations representing the users of small grazing divisions who have a community of interest, are readily assembled for the consideration of administrative policies, and are closely in touch with the conditions on their ranges.

Requirements for Recognition—Advisory Boards.

Any livestock organization recognized under the provisions of Regulation G-18 may select a committee authorized to make agreements binding upon the association. This committee, upon application to the forest supervisor, may be recognized as an advisory board for the association, and shall then be entitled to receive notices of proposed action and to be heard by the local forest officer in reference to increases or decreases in the number of stock authorized, the division of the range between different classes of stock, or the adoption of special rules to meet local condition.

Livestock associations desiring to take advantage of this regulation must file an application with the supervisor, giving the names of all members, the name of the forest in which its members are interested, and the names of the committeemen who are to act for the association. The advisory board should ordinarily consist of not more than five members and a majority of the board must constitute a quorum.

The application must be accompanied by a copy of the constitution and by-laws, which must contain a provision that the action of the board will be binding upon the association. These by-laws must provide that all persons who are permitted to graze the kind of stock represented by the association within the area which it covers will be eligible to membership.

Changes in Personnel, Constitution, or By-Laws.

Supervisors will keep informed of any changes in the membership of recognized association or in the personnel of the advisory board, and of amendments to the constitution and by-laws adopted. Should such changes reduce the status of the association below the requirements for recognition in the first instance, the supervisor should determine whether official recognition of the association will be continued, modified, or withdrawn.

Procedure.

The supervisor will determine whether or not the association is entitled to recognition. Upon approval by the supervisor, the secretary of the association will be notified.

If the application is disapproved, the secretary of the association will be informed, with specific reasons therefor, and instructions given indicating what the association must do in order to secure recognition. Copies of letters approving or disapproving recognition will be sent the district forester. An appeal from the supervisor's decision may be made to the district forester.

Qualifications for Membership of an Advisory Board.

Members of local, State, or national advisory boards must be grazing permittees on some national forest. In the case of local boards, they need not be users of the particular forest or district for which the association has been recognized.

Consideration of Recommendations of Advisory Board.

Each supervisor should give full and careful consideration to the suggestions and recommendations of advisory boards, although it is the responsibility of the forest officer to determine in each instance whether the wants of the association are compatible with the good of the forests and other interests. The Forest Service must control the grazing on the forests and retain final administrative authority.

Meetings of the Advisory Boards.

Whenever the supervisor desires to bring any matters before an advisory board, he should address a letter to the secretary requesting him to call a meeting on some designated date, stating clearly the matters to be discussed.

If, after setting the date of any meeting, giving ample time for all members to attend, a majority of the board is not present, the forest officer will be relieved from obligation to delay action.

When it is necessary to disapprove the recommendations of an advisory board, they will be furnished a clear statement of the reasons for disapproval.

Special Rules.

Upon request of an advisory board, special rules designed to secure economy of operation, larger natural increases, improved grades of livestock, etc., may be approved by the supervisor.

When a special rule is recommended by an advisory board for only a part of the territory represented by it, a showing must be made that the rule is approved by a majority of the permittees using the area to which it will apply, excluding those holding temporary permits.

No rule should be adopted that is contrary to the State or Federal statutes concerning livestock.

Special rules once established will remain in force until revoked. They will be binding upon all permittees whether members of the association or not.

The previous paragraph will not be construed to force permittees to join such organization or association or pay membership dues in them unless they are willing to do so.

Applications for Special Rules.

Applications for special rules approved by the advisory board will be submitted to the supervisor in writing. Standard special rules of proved value may be approved by the forest supervisor. If the special rule requested is not standard the supervisor will forward it with his recommendations to the district forester.

The district forester will notify the secretary of the association by letter, setting forth the reasons for his decision. A copy of this letter will be sent to the supervisor.

Applicants Notified of Rules.

When a special rule has been established each applicant for grazing privileges will be notified.

Assessments.

Assessments necessary to provide funds with which to make special rules effective on national forest ranges may be levied by the advisory board and their payment will be enforced by the Forest Service on all permittees affected, whether members of the association or not.

Holders of temporary permits will be required to pay assessments for the current grazing period only.

Advisory boards may determine whether assessments will be collected in advance of the issuance of the permit.

When the secretary of a recognized association informs the supervisor that an assessment is to be made, the supervisor will furnish a list of the names of the permittees and the number of stock for which each holds a permit. The pro rata charge will be determined by dividing the amount of the assessment by the number of stock permitted upon the range affected. The secretary of the association will furnish the supervisor a statement of the amount of the assessment each permittee will be required to pay. If the amount of the assessment is approved by the supervisor, the officer of the association will collect the dues and issue receipt therefor, and will advise the supervisor of the payment in such manner as may be agreed upon.

Bonds.

Where an assessment is to be collected under special rules or for the construction of improvements, in the discretion of the supervisor and the advisory board, the official of the association designated to receive or disburse the money may be required to give to the association a good and sufficient bond, which must be approved by the supervisor.

Annual Statement by Secretary.

Not later than January 15 of each year the secretary of an association having authority to levy an assessment under a special rule or special-use permit will furnish the supervisor with a detailed statement of the amount of money received and disbursed under each rule or permit. The supervisor will check this statement to see that all moneys collected are being used for the purpose contemplated.

Delinquents.

All persons will be given reasonable advance notice of assessments due. Failure to pay the amount on the date specified will be sufficient cause for denial of permit for that season.

In the event a permit is denied, and in the discretion of the district forester, the grazing fee will be refunded.

If an applicant fails to pay the assessment before the final date set for receiving applications the following year, his application for that season will be disapproved.

Card Record.

The district forester will keep a card record of State and local associations showing the title of the association, names and addresses of its officers, and the members of the advisory board, and will send a copy to the Forester. The forest supervisor will keep a card record of local associations showing names and addresses of officers and members of the advisory board and the grazing district for which recognition is granted, and will inform the district forester of the names and addresses of the above officers, together with any changes in personnel. Copies of such information will be sent the Forester.

Forms of Cooperation with Associations.

In order to promote the use of the forage resources of the national forests without injury to other forest interests and with a kindly eye to the prosperity of the permittee stockmen, broad and flexible provisions have been made for cooperating with them both individually and collectively.

In dealing with recognized associations cooperation in range improvement and protection may take any one of the following forms:

(a) An association may secure free of charge a permit to construct under paragraph (b) of Regulation G-15 necessary range improvements on the area for which it has been granted recognition and, when warranted by circumstances, may be assisted in enforcing the collection of pro rata costs from the permittees enjoying the use of the area.

(b) Where an association is a permittee in its own right it may enter into an agreement for reimbursement for range improvements or maintenance on an adjusted fee basis under paragraph (C) of Regulation G-15, and may be assisted in enforcing the collection of proper pro rata costs from the permittees enjoying their use.

(c) In appropriate cases provision may be made for direct contributions from a permittee association for cooperative improvements or services under Regulation G-16.

Range Division Must be Settled.

The value of range improvements or protection and the success of either cooperative or individual effort in that direction depend largely upon the permanency of range divisions. Permits for such improvements should be issued only for lands which it is believed will be retained permanently within the forest, and where the range divisions or class of stock are not likely to change in the near future.

Improvement Must be Necessary, Substantial, Economical.

Before an agreement is entered into in any case the forest supervisor will assure himself that the proposed improvement is actually necessary for the proper management of the stock, will be substantially and economically constructed, and, in the case of a permit to an association without an adjustment of grazing fees, will be beneficial to the majority of the permittees.

Details of Construction.

The application to construct range improvements should specify in detail the materials to be used, the method of construction, the spacing of posts, stays, and wires, the location and kind of gates, or other information needed to determine whether the improvement will conform to Forest Service standards and will be acceptable to all the permittees. The agreement providing for reimbursement on an adjusted-fee basis or providing for cooperation in enforcing pro rata contributions will be contingent upon full compliance with the specifications and other conditions in the special-use permit.

Determination of the Pro Rata Charge.

Upon the completion of the improvement, the association will submit an itemized statement of the cost of construction, which will be checked and verified by the supervisor. He should withhold his approval from any expenditure which appears to be extravagant or unnecessary. The amount approved will be considered the total cost of construction. The approved total cost will be divided by the total number of stock being grazed and the pro rata cost to each permittee will be determined accordingly. Since the association is forced to advance the money for the original construction work, the supervisor may include interest at 6 per cent per annum for the period advanced as part of the original cost of construction to the individual permittees. With the approval of the forest supervisor and the association, the collection of the pro rata costs may be distributed over not to exceed three years, except in special cases involving heavy expenditures and the adjustment of grazing fees under paragraph (c) of Regulation G-15, in which case the collection may cover the entire period of readjustment of grazing fees.

Payment of Pro Rata Charge.

Forest officers must not receive payments to cover the cost of range improvements, maintain the range improvement accounts of the association, or assume official responsibility beyond the regulations and instructions for the cost of construction or maintaining an improvement. These are functions of the association.

The payment of the pro rata charge will be made in the same manner as other assessments.

Transfer of Pro Rata Charge.

Where for any reason the number of stock run by an assessed permittee is reduced, his pro rata payments thereafter will conform to the reduced number. To offset this an equal pro rata charge may be made on increases or permits to beginners who in such cases may be given the advantages of the adjusted fee, or some equivalent equitable adjustment may be made.

REVOCATION OF PERMITS AND PREFERENCES

REG. G-19. The Forester may authorize the revocation of grazing permits to preferences in whole or in part for a clearly established violation of the terms of the permit, the regulations upon which it is based, or the instructions of forest officers issued thereunder.

INSTRUCTIONS AND PROCEDURE

Revocation of Preferences.

Authority to revoke preferences in whole or in part is delegated to forest officers under the following conditions. A revocation of not to exceed 10 per cent of the preference may be made by the forest supervisor, effective when the permit expires, but a revocation of preference in excess of 10 per cent and a revocation of permit will be made only by the district forester.

A preference may be revoked in whole or in part without the consent of the permittee. Total revocation for the first offense is advisable only in the most flagrant cases. Revocation of a small per cent of the preference usually will have the desired effect. More severe action may be justified if offenses are repeated.

No action should be taken until the permittee has been advised in writing, the reasons on which the proposed action is based fully stated, and the permittee is given a chance to be heard. The letter should be registered.

The supervisor will obtain full information in cases where a suspension or revocation to any extent seems proper and will give the permittee an opportunity to present such evidence as he may desire. If it is not a supervisor's case, he will submit the entire record with his recommendations to the district forester for consideration. (See instructions under Reg. G-7.)

Suspension of Preference.

In the discretion of the district forester, a preference may be suspended for one or more years.

False Statements or Suppression of Material Facts.

If at any time between the first allotment of a grazing privilege and the final closure of the case through the acceptance by the forest supervisor of a waiver of grazing privileges, it is discovered that the original allotment of the privilege or its subsequent renewal was secured by willful misrepresentation or the suppression of material facts, the preference may be revoked upon the termination of the current grazing period even though the permitted stock in the meantime may have been transferred to a purchaser.

Knowledge by Purchaser of Fraud or Fatal Defect.

When a purchaser of permitted stock who has applied for a renewal of a grazing permit has no direct or indirect knowledge of fraud or fatal defect in the base permit, a clear official record in the case of the original permittee at the time the waiver was accepted by the supervisor will be construed in favor of the purchaser of the stock. If the new owner has exercised such care and diligence as might be expected of a reasonably prudent man in ascertaining the bona fides of the base permit, any latent defect which may subsequently develop will not be held as invalidating the permit, and the continued enjoyment of the privilege will be allowed.

Unintentional Misstatement or Misrepresentation.

Unintentional violation of the regulations or terms of the application and permit in the acquirement or renewal of the privilege will not be construed as fatal to the continued enjoyment of the permit by the original permittee or to the renewal of the privilege to a purchaser otherwise qualified. The burden of proof, however, as to good intent will rest upon the person committing the breach and such person must satisfy the supervisor that the wrongful conduct was entirely unintentional before he will be relieved of responsibility for it.

Error on Part of Forest Officer.

Where the permittee has furnished the required information and acted in good faith, a grazing preference granted in error by a forest officer may be continued, if the permittee has adjusted his business by reason of such error and its correction would result in the permittee's being placed in a worse position than would have been the case had the error not been made. Under any other conditions correction of the error should be required.

WILD LIFE

REG. G-20. Forest officers will cooperate with State, county, and Federal officials in the enforcement of all laws and regulations for the protection of wild life.

Such forest officers as are specifically designated deputy game wardens by the laws of any State, or who shall be appointed lawfully to such positions, will serve in such capacity without additional pay and with full power to enforce the State laws and regulations relative to fur-bearing and game animals, birds, and fish.

Forest officers authorized to act as State deputy game wardens may accept the usual fees allowed for issuing hunting and fishing licenses. All forest officers are prohibited from accepting bounties or rewards or parts of fines offered by any person, corporation, or State for aid rendered in the enforcement of any Federal or State law relative to fur-bearing and game animals, birds, and fish.

INSTRUCTIONS AND PROCEDURE

Game is a product of the forests. It adds materially to the enjoyment of the national forests by the public as well as to their possible economic uses. The preservation of game animals, birds, and fish, and the elimination of game violations form an important duty of forest officers. This is made incumbent upon the Forest Service by the act of May 23, 1908, which provides that all reasonable assistance in the protection of game within the national forest be given the State authorities. Failure to take an active part in game protection will be considered neglect of duty.

Failure of the State game authorities to enforce the law should not influence forest officers to be indifferent, but, on the contrary, should be considered ground for greater activity on their part. While regular forest work will not be neglected, there may be limited periods of danger when game protection should have special attention and temporarily should be the major activity of certain forest officers.

Designation of Men to Handle Game Protection.

The district forester may in his discretion have game correspondence and activities in the district office handled by "Grazing" or such office as he may designate.

COOPERATION

Cooperation with States,

In order to attain the highest efficiency possible in the enforcement of the State law relative to fur-bearing and game animals, birds, and fish, the district forester may agree with proper officers of the State upon a definite plan of cooperation with a written stipulation of the conditions under which all forest officers will enforce such laws, and the conditions under which forest officers designated by the district forester may accept appointments as deputy State game wardens. A forest officer after being duly qualified as a Federal or State deputy game warden is vested with all the powers of a peace officer to arrest and prosecute offenders against Federal or State laws relative to fur-bearing and game animals, birds, and fish, and to perform such other official duties in this regard as are specifically provided by Federal or State laws.

It should be made clear that the forest officer will be expected to exercise the same tact and judgment in the enforcement of the game laws that he does in the enforcement of the national forest regulations. Where the district forester and the State authorities have agreed upon a plan of cooperation, the men whom the district forester has recommended for appointment as deputy game wardens will be required to accept such appointments and to enforce the game laws in strict accordance with the terms of the agreement, unless they can furnish the district forester with satisfactory reasons why they should not accept appointment or perform the duties of the office.

In States where the game laws are adequately enforced but no plan of cooperation has been agreed upon, each forest officer will be at liberty to accept or refuse appointment as a deputy game warden. It will, however, be the duty of each forest officer to report to the local authorities violations of the game laws which may come to his attention and to furnish the local authorities with all information and assistance essential to the enforcement of the law, but not to make arrests or initiate prosecutions unless commissioned as a deputy game warden.

Violations of the Federal migratory bird treaty act coming to the attention of forest officers should be reported promptly to the district forester for transmission to the Chief of the Biological Survey. Any forest officer whose district offers him opportunities to extend important cooperation in the enforcement of this law may be appointed a United States deputy game warden upon recommendation of the district forester to the Chief of the Biological Survey.

Persons who enter upon national forest lands for the purpose of hunting, catching, trapping, disturbing, or killing any game or fur-bearing animal, game or non-game bird, or fish, or take the eggs of any such bird, in violation of the laws of the State in which such lands are situated, may be prosecuted in the Federal court for trespassing on Government land.

Fees and Bounties.

Forest officers and employees are prohibited from accepting bounties or rewards offered by States, counties, associations, or individuals for predatory animals killed; nor will they be allowed to accept any fees or fines or parts of fines on account of the enforcement of State game laws. Forest officers and employees may retain the hides of animals destroyed by them, except in cases where predatory animals are destroyed through cooperative work with the Biological Survey, or where animals are taken with traps or killed with poison bait furnished by the Biological Survey, but should dispose of them in such a way as to avoid the collection of bounties should they pass into the possession of others. The hides of all animals taken in connection with cooperative work will be turned over to the Biological Survey for disposal.

Forest officers who hold appointments as deputy State game wardens may, however, accept the nominal fee offered by the State for making out and delivering game licenses.

Cooperation with Sportsmen's Associations.

Efficient cooperation in game law enforcement, stocking of streams, preparation of working plans, and encouraging a public sentiment favorable to wildlife protection and development may be obtained from associations or clubs organized by sportsmen. In many cases forest officers can assist in forming such associations and in maintaining the active interest of sportsmen, and in securing the advice and assistance of the Biological Survey, which should be solicited. The value of close contact with these organizations in obtaining the proper development of the fish and game resources of the national forests justifies forest officers in granting as much time and attention to such activities as is possible without undue interference with other work. The obtaining of game or fish for stocking purposes or the passage of proper laws may often be most effectively accomplished through these associations.

Inadequate or Conflicting State Laws.

Whenever local game or fishing laws do not give adequate protection to game animals or fish, forest supervisors should report the facts to the district forester, together with such suggestions for changes as may be deemed advisable in order that the matter may be placed before the State game authorities.

GAME MANAGEMENT PLANS

Plans for game culture are essential on most national forests, particularly in localities where there is a tendency to utilize areas needed by game for other purposes. Game needs should be considered in making allotments of stock on such areas. The most effective way now known for protecting and developing the supply of game is to set aside lands where the animals may breed unmolested, so the increase will be available for stocking outside areas.

It is a part of the business of the Forest Service to develop the supply of game and this can not be brought about without a study of game habits and needs. A study of winter conditions is especially important, for on such a study will depend largely the rational development of our game policy. Cumulative data should be collected on plants which make up the game feed on winter and summer ranges and on areas available in the forests for winter range.

As a part of the game-development program on the national forests, reports should be made as to the location, size, and character of lakes and marshes frequented by migratory wild fowl, such as ducks and geese. These reports should state whether the areas are used as breeding places or merely during migration. An approximation of the number and kinds of wild fowl found in each area should be given, and a statement as to the extent to which these areas are used for hunting.

Possibility of Game Extermination.

When any class of game on a forest is in danger of extermination, the supervisor should investigate the matter as thoroughly as possible. If he considers that the emergency is serious or that unusual conditions exist, he will make a preliminary report to the district forester, requesting the detail of a representative of the Biological Survey to conduct further investigations. If the district forester concurs, he will prepare a letter to the Chief of the Bureau of the Biological Survey for the signature of the Forester requesting this cooperation.

Fish Propagation.

It is desirable to have the streams and lakes in the national forests produce the greatest number of valuable fish possible. The principle means is to obtain more complete stocking by the protection of spawning grounds, the closing of nursery streams, or the introduction of fry or fingerlings. The preparation of feeder streams to improve conditions for small fish, the construction of holding ponds at central points from which the fry or fingerlings may be distributed at convenient times, or the feeding of fish in rearing ponds are important measures in stocking streams. If possible, the desired action should be obtained through cooperation with local sportsmen, but where this is not practicable the supervisor should report the matter to the district forester, who will take it up with the State authorities or through the Forester with the United States Bureau of Fisheries. Rare species in danger of extinction should be reported to the Forester for advice from the Bureau of Fisheries. The science of developing water areas to their highest production is as yet largely on an experimental basis, but forest officers should consider this resource worthy of attention.

Losses from Rodents or Predatory Animals.

Whenever it is found that stock or game are suffering on account of the ravages of wolves, mountain lions, coyotes, wildcats, or other predatory animals, or rodents are found to be seriously affecting crops or the grazing capacity of the range, a report should be made to the district forester, with recommendations.

Upon receipt of such report, the district forester will submit a copy to the district inspector of the Biological Survey with a request for such action as may be deemed advisable. In the advent that the desired action can not be taken by the district inspector the matter will be submitted to the Forester for presentation to the Chief of the Biological Survey.

All hunters appointed for the purpose of killing predatory animals on the national forests and men in charge of the destruction of injurious rodents will be employed by the Biological Survey. The work will be carried on under such cooperative plans as may be agreed upon between the district forester and the district inspector of the Biological Survey.

Reports of predatory animals killed will be made on Form 343 at such times as may be required by the forest supervisor. The final results of this work will be reported to the district forester in the annual statistical report (January 15). This report should include all predatory animals killed by forest officers.

GAME AND BIRD REFUGES

Four Classes.

Four different classes of game and bird refuges may be included within the national forests: National game refuges, or areas in which the killing of game animals is prohibited by acts of Congress or by presidential order; national bird refuges, or areas in which the killing of birds is prohibited by acts of Congress or presidential order; State game refuges, or areas in which the killing of game is prohibited by the legislature of the State or Territory; and protected areas, or areas closed to the grazing of stock in order to protect game in its natural feeding or breeding grounds, but where hunting is allowed by the State laws.

National Game Refuges.

National game refuges are created by specific acts of Congress or by presidential order for the purpose of protecting valuable game and birds. Within a national game refuge local game laws apply only on private, State, or Territorial lands.

Authority of Rangers.

The hunting, trapping, capturing, or killing of game animals upon a national game refuge in violation of any of the regulations for their protection prescribed by the Secretary of Agriculture is a violation of the statute. Offenders will be tried in the United States district courts, not in the State or Territorial courts. Under authority granted by Congress, rangers are empowered to arrest persons violating national game refuge regulations.

Arrests.

In making arrests forest officers must be certain that the hunting, trapping, capturing, or killing of the game animals took place upon Government land within the limits of the national game refuge and not upon land in private, State, or Territorial ownership, and must be prepared to prove these facts before the United States Commissioner and in subsequent court proceedings.

Game Wardens.

When a game warden is appointed from the United States Civil Service list for a game refuge within a national forest, he may be designated as acting forest supervisor and be placed in charge of the forest. Wardens who are not placed in charge of a forest will work under instructions from the supervisor.

Game Refuges.

Upon approval by the district forester, limited areas which are the natural breeding or feeding grounds of game animals or birds may be closed to the grazing of domestic livestock when necessary to protect the game from molestation or extinction. The boundaries of such areas should be plainly marked with notices showing that the areas are closed to the grazing of certain or all classes of stock, and permittees using adjoining ranges should be warned that the grazing of prohibited stock on the closed area will be an act of trespass.

National Bird Refuges.

National bird refuges are created under authority of an act of Congress by Executive proclamation or order. The hunting, trapping, capturing, wilfully disturbing, or killing of any bird or taking the eggs of birds on any lands of the United States within national bird refuges in violation of any of the regulations prescribed by the Secretary of Agriculture is a violation of the statute. Legal procedure and action on the part of forest officers in cases of violation of the regulations on national bird refuges will be the same as on national game refuges.

National forest lands within the bird refuges shall be administered by the Forest Service as other national forest lands, but such special protective measures shall be adopted as may be necessary to carry out the purposes of the refuge.

On the approval of any special requirements recommended by the Chief of the Biological Survey, the Forester will inform the local forest officers thereof.

In case of violation of the regulations of the national bird refuges located within the boundary of any national forest coming to the knowledge of forest officers they will take prompt steps to procure prosecution.

Notices to the public which the Chief of the Biological Survey may desire to have posted will be prepared in cooperation with the Forester, who will forward them to the proper local forest officers for posting.

The Chief of the Biological Survey and the Forester will cooperate in the selection of additional areas within national forests which may be desired for bird refuges.

State Game Refuges.

State game refuges are created by specific acts of the State or Territorial legislature for the purpose of protecting game animals. Such acts apply to all lands embraced within the described area, including public lands of the United States, unless they conflict with acts of Congress. The killing of game in violation of the act creating a State game refuge is a violation of the State or Territorial laws, and offenders will be tried in the State or Territorial courts.

Authority of Rangers.

Forest officers have authority to arrest for violations of such laws only after they have been appointed State or Territorial game wardens or have been given special authority by the State legislature.

Cooperation with State Game Warden.

When a State game refuge is established within a national forest the district forester will communicate with the State game warden offering the cooperation of the Forest Service in the enforcement of any regulations for the protection of animals in the refuge. Upon receipt of a request from the State game warden that special action be taken, the necessary instructions will be issued to the forest officers concerned.

If in the judgment of the district forester it is contrary to the best interests of the forest to comply with the State game warden's request, he may refer the matter to the Forester.

Protected Areas.

Protected areas may be established by the district forester within the national forest by the exclusion of livestock from limited areas which are the natural feeding or breeding ground of game animals or birds. Since such areas must remain open to hunting under the State game law, an effort should be made to secure the cooperation of the State in prohibiting the killing of game animals within protected areas.

Grazing Trespass on Protected Areas.

The boundaries of protected areas should be plainly marked with notices showing that the areas are closed to the grazing of certain or all classes of stock. The grazing of prohibited stock upon the area will be an act of trespass. Forest officers having charge of districts within which there are protected areas will give them the most effective protection possible.

GRAZING BOARDS

REG. G-21. For the purpose of receiving suggestions and complaints regarding the administration of grazing on a national forest or group of national forests, investigating all facts relating thereto, and assisting, advising, and consulting with forest officers on matters of general interest to permittees, the Forester may authorize the district forester to approve grazing boards for a national forest or group of national forests.¹¹⁷

Boards created for a national forest shall consist of three members, and for a group of national forests of five members. One member of each board shall be an employee of the Department of Agriculture and shall act as chairman. The other members shall be representatives of and selected by the permittees pasturing the class or classes of livestock grazed on the national forest or group of national forests. The board shall meet upon call of the chairman at such times and places as he may designate by giving written notice to all members of the board at least 10 days before the proposed date of meeting. The position of any member of the board who fails to attend two successive meetings, unless he is prevented by circumstances over which he has no control, may in the option of the board be declared vacant. Any vacancy in the board shall be filled in the same manner as herein prescribed for the original

appointment. A majority of the members of the board shall constitute a quorum for the transaction of business and a majority vote of the members present at a meeting shall constitute a decision of the board.

Appeal to the board from any administrative order, action, or decision of forest officers pertaining to the grazing of livestock on a national forest or forests within the jurisdiction of the board may be taken by any recorded applicant, permittee, or recognized advisory board of a duly recognized livestock association. Decisions of the board will be final unless a minority opinion, which shall be a complete statement of the points to which dissent is made and the reasons therefor, is filed with the district forester by one or more members of the board or the appellant within 20 days from the date of the board's decision, in which event the district forester will review the case and render a decision. If dissatisfied with the district forester's decision the board, or the dissenting members thereof, or the appellant, may then appeal in the manner prescribed by Regulation A-10.

INSTRUCTIONS AND PROCEDURE

Object of Regulation.

This regulation is devised to—

- (a) Provide a board of disinterested, experienced, and qualified persons to whom complaints against the administrative decisions of forest officers may be referred.
- (b) Provide a board representative of livestock interests to which may be referred matters of general interest affecting the use of the ranges.
- (c) Provide a means by which a better understanding by permittees of policy, regulations, and requirements can be secured.
- (d) Develop local interest and responsibility in better range management.
- (e) Secure settlement of controversies where the issue is between individuals and does not involve questions pertaining to the proper administration of the physical resources of national forests.

When and How Boards May Be Created.

The district forester will ascertain the desires of permittees on all national forests as to whether they prefer a board for a national forest or for a group of national forests. This determination can be secured by circularizing the permittees on each national forest, by recommendations of advisory boards of duly recognized stock associations, or by personal interviews with a majority of the permittees. Immediately upon receipt of information from the majority of the permittees the district forester shall determine and define the area for which grazing boards shall be created. If the majority of the permittees approve the creation of a grazing board the district forester will take such other action as the information secured justifies. The jurisdiction of boards shall not overlap.¹¹⁷

Selection of Members of Board.

In cases of a local or forest board the forest supervisor shall be the representative of the Department of Agriculture and shall act as chairman of the board. In cases of appeal from the decision of the supervisor the district forester shall appoint another representative of the department to act as chairman of the board. The district forester will appoint the representative of the Department of Agriculture on all boards for groups of national forests.

After a determination of the area for which boards shall be created the national forest permittees will be called upon to select their representatives. Where only one class of stock is involved the representatives shall be selected by the permittees grazing it. In creating a forest board where both classes of livestock are grazed on the national forest one representative will be selected by the permittees grazing sheep and the other by those grazing cattle. The same rule will be held in the case of boards for groups of national forests, two to be selected by those grazing sheep and two by the cattle permittees. The representatives of the livestock interests may be selected by a direct vote of the permittees involved from a list of candidates nominated by (a) a petition signed by not less than 25 permittees, or (b) by the advisory boards of the duly recognized livestock associations where they exist on a forest or for the State as a whole.

Matters Which May be Referred to the Board.

In order to improve cooperative relations with the national forest permittees and to enable permittees to secure a better understanding of the regulations, policies, and requirements of the Forest Service in grazing administration, forest officers should feel free to refer any matters to the board on which a difference of opinion may result. Such action will often prevent complaints in the future and will work toward more harmonious relations with stockmen and their acceptance of more responsibility in handling grazing matters.

Such questions as reductions in numbers of stock, changes in grazing seasons, construction of improvements, division of range between individuals, and other matters pertaining to the handling of livestock on the range are all important questions which may reasonably be referred to the grazing boards. All questions coming under the jurisdiction of an existing advisory board of a livestock association should be acted upon by such advisory board before their consideration by the grazing board. So far as possible, forest officers will attempt to secure settlement by the grazing board of controversies between individuals where no issue is involved affecting national forest policies or good range administration.

General questions, as well as specific complaints, may be taken up on the initiative of the board or may be referred to it by any party interested. However, orderly procedure ordinarily requires that such matters should first be submitted to the forest officer responsible for the administration of the range.

Procedure in Complaints.

Complaints against the administrative action of a forest officer should be filed with the chairman of the board within 20 days after the original decision is rendered. Upon receipt of a complaint, the chairman shall notify in writing each member of the board, the appellant, and the officer in charge of the national forest involved, setting forth the character of the complaint, and the date, time, and place at which a hearing will be held. In cases where the facts submitted by the complainant or forest officers are insufficient to enable the board to render a decision, such investigation as may be necessary will be made by the members of the board and its decision rendered in writing. Any member of the board or the appellant who dissents from its decision and desires to appeal must within 20 days file with the chairman of the board a statement covering the points on which he dissents. The entire record will then be forwarded to the district forester, who will review it and render a decision. An appeal from the decision of the district forester may be taken in the manner prescribed in Regulation A-10. In the event a board fails to reach a decision within a reasonable time because of nonattendance or other reason, the chairman will notify the appellant, who may then submit an appeal under Regulation A-10 at his option. Every effort should be made, however, to secure a prompt and definite settlement by a grazing board of all matters brought before it.

MISCELLANEOUS

REPORTS

Rangers to Supervisors.

Forest rangers will submit an annual progress report, on Form 438, on a date to be established by the forest supervisor, on the condition of the stock and range under their charge.¹¹⁷

This report will be submitted for each natural grazing unit of the range, which in the judgment of the supervisor may be an allotment, division, or grazing district. Since the report submitted by the ranger will be basis of the supervisor's report, extreme care should be exercised in its preparation.

Counting Reports.

Rangers or guards counting stock entering the forest will report to the supervisor on Form 874-12 as soon as possible after each count. These reports will be filed in the supervisor's office in the case folders to which they refer. Duplicates will be retained by the ranger.

Grazing Capacity of Private Lands.

Permits issued under Regulation G-4 should be based upon a field estimate of the grazing capacity of the lands involved. Private lands within a ranger's district may be examined when the application is made or in advance of the application at any time an opportunity occurs. Reports will be made on Form 251.

Forest Supervisor's Annual Report.

At the close of each grazing season, but not later than January 1, the forest supervisor will submit to the district forester a progress report on Form 438. This report should be a record of accomplishments during the year and show what is planned to be accomplished the following year. It will be largely of a statistical nature, but should be supplemented with explanatory notes sufficient to give a clear idea of the problems involved, progress made, and what may be expected in the way of better grazing administration. A copy of the supervisor's progress report will be forwarded to the Washington office.

Supervisor's Five-Year Report.

At the expiration of the grazing season of 1924 and thereafter at the end of each five years, the supervisor will submit to the district forester a detailed report on grazing conditions, supplementing the information contained on Form 438 with such additional data as may be necessary to give a clear idea of the general conditions of the livestock industry and the management of the range. The supplemental data should deal particularly with policy questions and definite recommendations for changes where such have proved to be desirable. This plan will be approved by the district forester either by letter or by conference in the supervisor's office. The plan will be prepared in triplicate, one copy to go to the district forester; one copy, together with a copy of the district forester's comments to the Forester; and the third copy to be retained for the supervisor's files.

All instructions pertaining to grazing on the national forests will remain in full force and effect until changed, modified, or revoked.

Grazing Map.

The supervisor will prepare a map of the forest in triplicate, suitable for insertion in the forest atlas, to accompany his five-year report to the district forester. It will show the grazing districts, areas opened to each class of stock, lambing grounds, driveways, overgrazed areas, closed areas, barren areas, and other areas which can not be used for grazing. Copies will be forwarded to the district office and to the Forester, with the district forester's comments on the supervisor's report.

Maps mounted for insertion in the atlas binder will be forwarded direct to the supervisor by the office of geography at Washington not later than August 1, upon the request of the district forester.

If changes are necessary during any year of the five-year period which materially affect the allotment of range, the change should be indicated on a map and submitted in duplicate to the district forester, a copy of which will be forwarded to the Forester. The district and Washington offices will thereupon make the necessary notations on the maps filed in their offices.

The supervisor may require the district ranger to submit such maps each year as will enable him to keep his records fully up to date.

Game Reports.

At the expiration of 1924, and at the end of each five-year period thereafter, the supervisor will submit, in duplicate, to the district forester a complete report on game and game conditions on his forest in accordance with the game report outline. This report will be reviewed by the district forester, who will make such comments and issue such instructions as seem desirable for the ensuing five-year period. A copy of the supervisor's report, together with the district forester's comments, will be forwarded to the Washington office.

Each calendar year during the five-year period the supervisor will submit a progress report, largely of a statistical nature, showing the number and species of different kinds of game on his forest and a brief review of the game situation, together with such recommendations as he may desire to make to the district forester or which require action by other organizations, bureaus, or State officials. Copies of these reports will be forwarded to the Washington office.

District Forester's Report to Forester.

At the expiration of each grazing season the Forester and district forester will return the cumulative record, Form 438, to the forest supervisor for insertion of the data for the past year (in ink if no long-carriage typewriter is available in supervisor's office). Upon completing the information the forest supervisor will forward two copies to the district forester.

Upon receipt and review of the forest supervisor's progress report each calendar year, the district forester will return the Washington office copy, together with copies of the supervisor's explanatory statements and the district forester's comments.

The district forester will submit to the Forester a brief report covering the general situation in his district for the calendar year. This additional statement should be in sufficient detail to give the Forester a good general idea of the condition in the district, but need not follow any prescribed form.

At the expiration of 1924, and at the end of each five-year period thereafter, the district forester will, in transmitting to the Forester copies of the supervisor's five-year plan, submit a detailed report on the grazing business within his district. This report will deal particularly with the broad phases of administration, especially problems confronting the stockmen and range management, with specific recommendations for the ensuing five-year period.

GRAZING RECONNAISSANCE

Grazing reconnaissance is obtaining reliable data by a comprehensive, systematic survey of the grazing resources, for use in the preparation of better plans for range management and administration. All reconnaissance projects should be approved by the Forester before they are undertaken. The district foresters will submit to the Forester by February 15 of each year a summary of the reconnaissance completed or in progress during the fiscal year, with a list of the projects recommended for the ensuing year and the estimated cost of each.

GRAZING INVESTIGATIONS

Grazing investigations are conducted to determine the most efficient and practical means for conservation and use of the grazing resource of the national forests. They thus aid in the administration of the national forests and assist the permittees in handling their stock on the national forest ranges. Investigations are conducted along the following:

1. Improvement of range by artificial reseeding.
2. Natural revegetation and methods of range management which insure perpetuation and maximum production of forage with a minimum loss though nonuse.
3. Distribution, life history, palatability, and economic importance of herbaceous and shrubby plants on national forest ranges, together with the development of herbaria and standardization of names of range plants.

4. Climatic characteristics of vegetation belts on certain forests.
5. Carrying capacity of national forest ranges.
6. Proper seasons for grazing national forest ranges.
7. Improved methods of handling stock under range conditions.
8. Distribution and development of stock-watering places.
9. Grazing in relation to tree production, erosion, streamflow, fire, and game and to recreational and other uses of the national forests.
10. Eradication of poisonous plants.

Complete instructions for the collection, preparation, mounting, and handling of plant specimens for the herbarium will be found on page 91 *et seq.* of Bulletin No. 790, "Range Management on the National Forests."

The general instructions given under "Programs" and "Procedure" of the research section of the manual for investigative work of the service, should be followed in handling the grazing investigative projects and in submitting the annual program thereon.

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LANDS

LANDS

SPECIAL USES REGULATIONS

REG. L-1.^a All uses of national-forest lands and resources, except those provided for in regulations governing the disposal of timber and grazing of livestock, will be designated "special uses." Permits for the excavation of antiquities under the act of June 8, 1906 (34 Stat. 225) and for the lease of lands under the act of February 28, 1899 (30 Stat. 908), may be granted only by the Secretary of Agriculture. All other permits for special uses may be granted by the Forester, or by the regional forester, supervisor, or ranger as instructed by the Forester, and subject to such conditions as to area, time, charges, and other requirements as may be provided by these regulations and the instructions issued thereunder.

All special-use permittees must comply with all State and Federal laws and all regulations of the Department of Agriculture relating to the national forests, and conduct themselves in an orderly manner.

A special-use permit may be terminated, with the consent of the permittee, or because of nonpayment of fees due, by the officer by whom it was issued or by his successor, but may be revoked only by the Secretary of Agriculture or by an officer of the Forest Service superior in rank to the one by whom the permit was issued. Appeals from action relating to special-use permits may be taken as provided in Regulation A-10. (See administrative section of the manual.)

A permit may be transferred with the approval of the officer who granted it, or his successor. Hotels and resorts may be sublet with the approval of the regional forester.

Public-service enterprises, such as hotels and resorts operating under either term or terminal special-use permits, must conform to such requirements respecting rates and services as the Secretary of Agriculture may make in the interest of the public.

Rights of way for power-transmission lines and for telephone and telegraph lines granted under the act of March 4, 1911 (33 Stat. 1253), shall be subject to the conditions that the grantee shall execute such stipulations for the protection of the national forest, pay such charge, furnish such facilities to Forest Officers, and/or permit such reasonable use of its poles and lines for official purposes, as may be required by the regional forester.

REG. L-2. Special-use permits for the following purposes will be issued without charge:

(A) Excavation of antiquities under the act of June 8, 1906.

(B) Public uses by any department or branch of the Federal or State Governments, including municipalities when no profit is to be derived from said uses.

(C) Cemeteries, churches, and schools.

(D) Lands occupied for semipublic purposes by associations or organizations where such lands are open to the use of the public upon a noncommercial or nonprofit-making basis, including lands occupied by shelter huts, community houses, camp grounds, etc., open to free use by the public.

(E) Cabins for the use of miners, prospectors, trappers of predatory animals, stockmen in connection with grazing permits, and other permittees for

^a Amdt. No. 244, effective June 14, 1930.

temporary use in connection with other authorized uses, provided that cabins used during the entire year as headquarters will be classified as residences and charged for accordingly.

(F) Corrals, stock tanks, shelters, dipping vats when no toll is charged, drift, division, pasture, or other fences required for the proper management of permitted stock which are subject to free use by all authorized permittees and do not give control of range to the exclusion of any stock entitled to its use.

(G) Logging railroads, flumes, tramways, inclosures, sawmills, kilns, and other improvements necessary to the manufacture of lumber or other products from timber obtained principally from the national forests.

(H) Conduits, dams, reservoirs, pumping stations, or any water development project for municipal, domestic, irrigation, mining, railroad, stock-watering, or other purpose of public value. (Where the use of watersheds involves special forms of administration or utilization of forest production, specific agreements with equitable provisions for compensation will be required.^a)

(I) Telephone lines with free use and free connection by Forest Service. Telegraph lines with free use of poles for attaching thereon Forest Service telephone lines.

(J) Roads and trails which are free public highways, and airports and air navigation facilities which are open to the free use of the public.¹⁵²

(K) Stone, earth, and gravel used for projects constructed under permits; or for the construction or maintenance of public roads and trails; or by bona fide settlers, miners, and prospectors for building purposes by such persons.

(L) Fish hatcheries of a noncommercial nature.

(M) Camp-fire permits on forests when required.

(N) Sewage systems.

(O) Signs. (See instructions.)

(P) Use or occupancy of land in a national forest created under the authority of section 9 of the act of June 7, 1924, where needed cooperation will thus be secured in promoting the production of timber.^b

REG. L-3. Special-use permits, except as provided in Regulation L-2, or otherwise authorized by the Secretary of Agriculture, shall be conditioned upon the payment of an annual charge. The rates of charge and maximum limitations of area shall be prescribed by the Forester, except for the use of lands under the act of February 28, 1899, for hotels and dwellings adjacent to mineral and medicinal springs which shall be determined by the Secretary of Agriculture.

In case of sale of improvements and reissuance or transfer of permit to the purchaser, any payments made upon the original permit may apply on the new permit, in the discretion of the forest officer issuing the permit.

REG. L-4. A group of special-use permittees who occupy national forest lands for summer homes or other residential purposes, not directly connected with timber sales, grazing permits, or water-power development, which has been accorded recognition under the provisions of Regulation A-9, may be given permits to erect, provide, and maintain special improvements or service essential to the common good. Permits so issued may, in the discretion of the district forester, provide by stipulation and agreement embodied therein that if the total cost of the improvements and service provided and maintained thereunder is met by the association, no part being contributed by the United States except free-use material, all persons authorized to occupy the area for such summer home or residential purposes and thus share in the benefits from the improvements or service authorized by the permits, shall thereafter be required to pay into the treasury of the association their pro rata share of the cost. Similar permits may be issued for Government-owned improvements with the payment provision limited to cost of maintenance or necessary extensions or betterments.

^aAmdt. No. 50, effective Mar. 1, 1927.

^bAmdt. No. 50, effective July, 1926.

REG. L-5. In serious emergencies for the protection of life or property, national forest lands may be occupied or used without previous permit, provided a permit for the special use involved is subsequently secured at the earliest opportunity.

REG. L-6. Lands purchased under the provisions of the act of March 1, 1911, are not subject to location or entry under the general mining laws. Preliminary prospecting for mineral on such lands may be carried on without permit, but no extensive excavations shall be made, structures erected, or mineral removed, nor can any exclusive rights be acquired except under permits issued under special regulations approved by the Secretary of Agriculture, which required the payment of fees, rentals, and royalties commensurate with the value of the mineral resources.

REG. L-7. Existing roads may be repaired without permit, but no roads over national forest land, except those constructed under the provisions of Federal highway acts, shall be constructed or relocated until notification of intended construction, supplemented by plat showing location of the right of way, has been filed with the forest supervisor. If the project is disapproved by the supervisor and can not be adjusted satisfactorily with him by the proponents of the road, an appeal may be taken under the provisions of Regulation A-10. In the absence of objection from the forest supervisor, State or county roads may be constructed without permit, but the authorities constructing such roads must dispose of all timber and débris resulting from construction or maintenance as directed by the forest officers. Permits are necessary for the construction of all other roads over national forest lands. Trails may be constructed without formal permit if done with the consent and under the supervision of a forest officer, except that in the national forests in Alaska such consent and supervision will not be required. No toll shall be charged for the use of roads or trails over such lands and the same shall be open to free public use, unless otherwise specifically authorized by the Secretary of Agriculture, but a road built under permit as private expense to promote the construction of an important project may be temporarily closed to public use by order to the district forester if its unrestricted use is dangerous to public safety or unduly interferes with the primary purpose for which it was built.

REG. L-5. In serious emergencies for the protection of life or property, national forest lands may be occupied or used, without previous permits, provided a permit for the special use involved is subsequently secured at the earliest opportunity.

REG. L-6. Lands purchased under the provisions of the act of March 1, 1911, are not subject to location or entry under the general mining laws. Preliminary prospecting for mineral on such lands may be carried on without permit, but no extensive excavations shall be made, structures erected, or mineral removed, nor can any exclusive rights be acquired except under permits issued under special regulations approved by the Secretary of Agriculture, which required the payment of fees, rentals, and royalties commensurate with the value of the mineral resources.

REG. L-7. The right of way over national forest land for any State or country highway or road which is a part of the approved system of public roads shall be two chains in width for roads of class 1 or class 2, and one chain in width for roads of class 3 or other county roads of a secondary character; the center line of the highway or road to be the center line of the right of way except where otherwise provided by permit. National forest lands within the limits of such right of way shall continue to be administered by the Forest Service, but their use for highway or road purposes shall be the dominant use, and no occupancy for other purposes shall hereafter be authorized by the forest supervisor or district forester unless approved and concurred in by the appropriate State or county officials, but if agreement can not be reached regarding other forms of use or occupancy regarded by the district forester as essential to the proper use and management of the national forest the matter shall be submitted to the Secretary of Agriculture for final decision.¹⁵²

Approval by the Secretary of Agriculture of a forest highway construction program is ipso facto an authorization for the occupancy of national forest lands by the highways included in such construction program, but where a permit for a project included within a forest highway program is desired by a State or county as a means of meeting legal or fiscal requirements, or as a basis for the execution of road contracts, such permit shall be issued by the district forester and shall contain such conditions or be supported by such stipulations as may be necessary adequately to protect national forest interests.¹⁵³

For highway or road projects which are not parts of an approved forest highway program permits from the district forester will be required. Before construction is initiated a plat showing the definite location of the proposed highway or road shall be filed with the forest supervisor, who will determine the effect of the project upon national forest interests and the changes in location or other features necessary adequately to safeguard such interests, and will transmit the plat and his report thereon to the district forester. If changes recommended by the supervisor are approved by the district forester but can not be adjusted satisfactorily with the proponents of the road, an appeal may be taken under the provisions of Regulations A-10. If the proposed location and other features of the project are approved by the district forester, a permit shall be issued, without charge, containing such conditions or supported by such stipulations as may be necessary for the protection of the national forest lands.¹⁵⁴

Trails may be constructed without formal permit if done with the consent and under the supervision of a forest officer, except that in the national forests in Alaska such consent and supervision will not be required. No toll shall be charged for the use of roads or trails over national forest lands, and the same shall be open to free public use unless otherwise specifically authorized by the Secretary of Agriculture, but a road built under permit at private expense to promote the construction of an important project may be temporarily closed to public use by order of the district forester if its unrestricted use is dangerous to public safety or unduly interferes with the primary purposes for which it was built.¹⁵⁵

Roads traversing national forest lands, which are not parts of State or county highway systems and which are constructed and maintained wholly at the expense of the Federal Government and its private cooperators, may, in the discretion of the district forester, be designated by him as special service roads, and upon roads so designated the operation of commercial automobile stages or motor trucks for the regular transportation of either passengers or freight, except as authorized by permit issued by the district forester, is prohibited, but such prohibition shall not apply to occasional use by taxicabs or by automobiles or motor trucks owned or hired by persons for personal use or the transportation of their personal effects.¹⁵²

REG. L-8. Persons who have title to or have leased from the owners unfenced lands within the national forests may, upon waiving their right to the exclusive use of such private land and allowing it to remain open to other stock grazed on national forest lands under permit, be permitted without charge to inclose and use not to exceed 640 acres of national forest land when such an arrangement will be advantageous to the administration of the national forest and the grazing value or capacity of the land to be inclosed does not exceed that of the private land.

The application must be accompanied by a personal certificate of title showing the description and ownership of the land and, if leased from an owner, a copy of the lease, and must describe the national forest land it is desired to occupy. Permits will be subject to the same restriction as those issued under other regulations.

^a REG. L-9. The term "special-use permits" under the act of March 4, 1915, can not exceed 5 acres in area nor 30 years in duration. They may be granted to responsible persons or associations desiring to occupy lands in the national forests for the purpose of constructing thereon summer homes, hotels, stores, or other structures needed for recreation or public convenience, either by the district foresters or by forest supervisors to whom the district forester, by letter, has extended specific authority to personally approve term permits within certain prescribed limitations of time, place, or value.

REG. L-10. Any individual, firm, or corporation which, under authority of a special-use permit, has constructed upon national forest lands within the Territory of Alaska permanent and substantial improvements for purposes of trade, manufacture, or other productive industry, with reasonable prospects of the establishment of a permanent industry, may apply for the elimination from the national forests of the lands so occupied in order that such lands may be entered by the applicant under the provisions of section 10 of the act of May 14, 1898 (30 Stat. 413). If, upon investigation, it is determined by the Secretary of Agriculture that permanent and substantial improvements designed for trade, manufacture, or other productive industry, exceeding in value the estimated value of the lands for national forest purposes, have, in fact, been lawfully constructed with reasonable prospects of establishing a permanent industry, the elimination from the national forests of the lands so occupied, not exceeding a total of 80 acres in any single area, will be recommended.

INSTRUCTIONS

Term Permits Under Act of March 4, 1915.

The act of March 4, 1915 (38 Stat. 1101), authorized the Secretary of Agriculture, upon such terms as he may deem proper, to allow the occupancy of national forest lands for any period not exceeding 30 years where the lands are to be used for summer homes, hotels, stores, or other structures needed for recreation, or public convenience, but no person may be allowed to use more than 5 acres. The intent of the act is to stabilize the use of the national forests for the various purposes mentioned in the act.

^a Amdt. No. 179, effective October, 1929.

The act of March 4, 1915, authorizing the issuance of term permits, so called, is coordinate with other statutes affecting the public lands including the mining laws. Accordingly, when a permit is issued under this law, it segregates the lands to the extent of the permit, and any subsequent alienation or location is subject to the permit during its natural life.

Subject to legal limit of 5 acres in the aggregate, a person or association may hold permits for more than one site, provided, in the judgment of the supervisor, this will not result in an unfair distribution of summer-home opportunities and provided further that all sites are developed individually as required by the permit.

Where inexpensive structures are contemplated, no difficulty is experienced in meeting the wants of users by granting terminable permits. It is expected, therefore, that the needs of persons who do not expect to occupy the land for more than a few years will be met by the ordinary special-use permit. But where prospective permittees contemplate the erection of structures involving considerable expenditures and therefore expect to occupy the land for extended periods, they may be given term permits for definite periods, if desired, whenever the interests of the public can be sufficiently safeguarded.

Lands Which May Be Occupied.

All national forest lands are subject to use under special-use permits, but permits should not be given for lands which obviously will be needed in a comparatively short time for public or quasi public purposes, as, for instance, a reservoir, sawmill site, public camping grounds, nor for lands embraced under valid claims except with the consent of the claimant.

Protection of Outlets for Timber, etc.

In reporting upon any proposed use of national forest land careful consideration should be given to the effect of the proposed form of occupancy, or the structures erected in connection therewith, upon the practical logging of national forest stumpage, or the utilization of other national forest resources. In cases where a conflict appears to be possible or probable, the requirements necessary to safeguard the outlets for forest resources should be determined and recommended. In cases where outlets for timber are involved the reports will be passed upon by the district chief of forest management, or, in Forester's cases, by the branch of forest management.

The following clause should be inserted in stipulations or permits involving the use of drivable streams when necessary to protect the interests of the Government in future timber sales:

To maintain suitable gates or logways in the dam to provide for the driving of timber down the ——— River (or stream) at such times as, in the judgment of the forest officer, will not cause undue interference with the operations of the permittee.

Highest Use of Land.

National forest land will be devoted to the highest forms of use to which it is adapted. The determination of what constitutes the highest use will be governed by the welfare of the community rather than by the interests of an individual applicant or the revenue to be derived. The probability of an ultimate higher use does not, however, preclude temporary occupancy of the land for an inferior use, if the applicant is willing to accept a permit terminable at any time the land is required for a higher purpose and which stipulates that no damages will be claimed or allowed because of the termination of the permit.

Tenure.

Most special-use permits are issued under authority of the act of June 4, 1897 (30 Stat. 35), and are for indefinite periods. They contain a provision to the effect that they may be terminated at the discretion of the district forester or the Forester. Permits issued under authority of the act of March 4, 1911 (36 Stat. 1253), telephone and telegraph lines; the act of March 4, 1915 (38 Stat. 1101), recreation uses; the antiquities act of June 8, 1906 (34 Stat. 225), and the mineral springs leasing act of February 28, 1899 (30 Stat. 908), may be for definite periods. Those issued under the act of March 4, 1915, can not, however, exceed a period of 30 years and usually are limited to a lesser period.

Transfer of Permits.

Both term and terminable permits may be transferred with the approval of the officer by whom issued or his successor.

The transfer of term permits will be for the unexpired period of the original permit and may be made by a letter approving the transfer, or by issuing a new permit in which all the terms contained in the original are incorporated. Terminable permits may be transferred by a letter of approval, or by issuing a new permit. In the latter event changes may be made in stipulations or charges.

When a transfer is made the unearned rental may be credited to the new permittee.

Rental Charges.

It is almost impossible to foresee the development of a country or the values which land will assume, and especially is this true of the national forests, the use of which for recreation purposes is just becoming well known. Large sums are spent annually in making these lands more accessible, thereby increasing their values. The probability of advance in values should always be considered in fixing rental charges.

There is imperative need for standardizing the principles and methods to be followed in determining special-use charges, not only on individual forests but between them, and to this end each district should formulate guiding principles which will secure reasonable uniformity in charges between forests and classes of uses. In general, the charge should be based upon a fair ground rental of the area involved, taking into consideration the purposes for which it is used. The charge should not be based on the highest real estate value, but on a fair and reasonable valuation. The annual charge for summer homes should take into consideration the accessibility of the tract and the special advantages which it may offer. The charge for lands used for commercial purposes should be based on what like private lands in the same locality would rent for if put to the same uses. Primarily, the value of the land for the purpose desired rather than for some other use will govern. Land desired for pasture purposes may have a value of \$1,000 as a resort site, but only \$100 for pasture purposes. Obviously in such a case the charge should be based on its pasture value rather than its resort value, but use as a pasture should be allowed only so long as there is no demand for use for resort purposes. Accessibility is an important factor. A resort site at a high elevation where climatic conditions would prevent its use for nine months each year should, other conditions being the same, have a smaller value than a site which could be used for a longer period. In general, a higher charge should be made for lands used for a commercial purpose than is charged for the use of similar lands devoted to private use.

To carry out the requirements in Regulation L-3 and to supplement the instructions thereunder of the "Lands" section of the manual, the following schedule of minimum rates of charge and maximum limitations of area is approved. No permit should be issued for a charge of less than \$2. Particular attention is called to the fact that rates are *minimum* and areas *maximum*. Departures from this schedule must have the prior approval of the Forester.

Kinds	Minimum rates per annum	Maximum areas
Airports (not open to free public use). ¹⁵²	\$10.....	400 acres.
Apiaries.....	\$10, and 10 cents per hive for each hive over 100.	3 acres. (Hives to be counted in April and payments due May 1 of each year; proportionate charges made for fractional year.)
Barnes, garages, and stage stations.	\$5.....	2 acres.
Cultivation.....	50 cents per acre.....	160 acres.
Dipping vats (toll vats).....	\$10.....	2 acres. See Reg. L-2 (f).
Fish hatcheries (commercial).....	do.....	40 acres. See Reg. L-2 (l).
Fish canneries and salteries.....	do.....	10 acres.
Fur and game farms.....	\$25.....	80 acres.
Golf courses.....	\$10.....	160 acres.
Gravel.....	5 cents per cubic yard. Special rates on area basis.....	See Reg. L-2 (k).
Hay cutting.....	25 cents per acre.....	
Hotels and resorts.....	\$25.....	5 acres under term permit.
Lime kilns.....	\$10.....	1 acre.
Pastures.....	4 cents per acre.....	640 acres. ¹
Pipe lines (oil and gas).....	\$5 per mile or fraction thereof..	
Railroad lines.....	do.....	See Reg. L-2 (g).
Residences.....	\$5.....	5 acres.
Sawmills.....	\$10.....	10 acres. See Reg. L-2 (g).
Slaughterhouses.....	do.....	3 acres.
Stores.....	do.....	5 acres.
Tramways (aerial).....	\$5 per mile or fraction thereof..	See Reg. L-2 (g).
Theaters, billiard halls, etc.....	\$10.....	5 acres.
Wharf and boathouse (commercial).	\$5.....	Do.

¹ The limit of 640 acres for pastures shall be observed in all cases except where the applicant holds a permit to graze more than 200 head of cattle or their equivalent in other stock, in which case an additional area of 1 acre for each head of stock in excess of 200 may be allowed; provided, however, in Arizona and New Mexico 640 acres may be allowed to 100 head of permitted cattle or their equivalent in other stock, and 2 acres additional may be allowed for each head in excess of 100.

Term-Permit Charges.

Because of the additional benefit accruing to the permittee, lands covered by term permits should ordinarily have a higher value than if covered by terminable permits. In general, the rate for the entire period should be fixed at the time the permit is granted, and only in unusual cases, where it is impracticable to fix the rate for the entire period at the time of granting the permit, should provision be made in the permit for readjustment from time to time.

Readjustment of Charges for Terminable Permits.

All terminable permits will contain a clause providing for the readjustment of the annual rental at the expiration of every five-year period.

Where improvements are sold at any time during the five-year period and a new permit is issued to the purchaser, the charge will, if necessary, be readjusted at that time.

Rates Not Provided for by Regulation.

When an application for a special-use permit is received for which no rate has been established by the Forester the supervisor will, before issuing the permit, submit the files of the case to the district forester with recommendations as to the rate to be charged. The district forester will determine the rate and will return all the papers to the supervisor.

Monopoly in Use of National Forest Lands.

The protection of public interests will be the guiding principle in the apportionment of special-use privileges. The general rule will be to allow the free play of business principles and laws of competition, unchecked by administratively created monopolies of lands or privileges. All applicants willing and qualified to meet the minimum standards of service and facilities determined and prescribed by the forest supervisor as necessary for proper public use and enjoyment of the national forests ordinarily will be afforded equal opportunities to do so. Where it is apparent, however, that the authorization of exclusive use for certain purposes is the sole means of securing the initiation and continued operation of essential utilities, and thus is obviously to the public interest, an applicant qualified and willing to meet the standards established by the Forest Service may be given assurance that during a specified period, which ordinarily should not exceed five years, further permits of competitive character will be refused.

New enterprises should not be crowded in nor allowed to establish themselves in close proximity to existing enterprises furnishing the same character of service unless there are no other sites in the same general vicinity equally well suited to the same purposes. So far as practicable, enterprises of similar character should be so allocated as to reduce their physical interference with each other to a minimum.

In situations where peculiarities of site, location, or character or volume of use preclude the possibility of competitive enterprises, but where there is, or may be, competition for the available special-use privilege, the privilege will be awarded as follows: The character of the accommodations or services required by the public will be determined and the probable volume of public use will be approximated. Minimum standards of facilities, services, and accommodations necessary to secure proper use of the site will be fixed. Publicity will then be given to the conditions governing the use of the site and a date will be set for the final receipt of application for the privilege, with the understanding that the applicant whose plan of development guarantees the public the highest quality and character of facilities and accommodations and who successfully demonstrates his financial ability to execute his plans will be awarded the privilege.

Speculation in the Use of Forest Lands.

Permits will be granted only for actual development and use and will be terminated if the privileges conferred are not exercised in good faith within the period prescribed. The procurement of a permit, without intent to exercise its privileges but merely with the expectation of holding it until it can be transferred at a profit created by a general enhancement of values, will not be allowed. There is no objection, however, to the practice of securing permits for lands upon which to build up utilities, facilities, or service organizations which, when successfully established, can be sold at the reasonable profits which represent the legitimate rewards of managerial skill, capital, and enterprise.

Misuse of National Forest Lands.

Special-use permits authorize only certain clearly specified forms of use of which the effect upon national forest interests has been carefully determined, and upon which the annual fees or charges are based. Forms of use other than those authorized in or contemplated by a permit are violations of its provisions; consequently no new forms of use shall be initiated until the original permit has been appropriately modified, or supplemental permits issued, with due modification or establishment of fees or charges.

Sanitation.

The waters draining from the national forests are widely used for municipal and domestic purposes, and their pollution will inevitably result in serious danger to life and health. Because of this, the enforcement and observance of proper sanitary rules is imperatively necessary. The requirements of State laws and county or municipal ordinances must in all cases be rigidly observed, and where such laws or ordinances are obviously inadequate, supplemental requirements will be prescribed. Every special-use permit involving human use and occupancy of national forest lands must contain appropriate stipulations on the subject of sanitary practices, and failure on the part of the permittee adequately to observe such stipulations must be regarded as a breach of contract of such gravity as to warrant termination of permit, unless prompt steps are taken to meet all requirements.

Peculiar conditions may sometimes require special stipulations, but generally the clause regarding sanitation should be substantially as follows:

The permittee agrees to observe and comply with all State laws and county or municipal ordinances or regulations concerning sanitation and the protection of health which are effective within the area covered by this permit; to adopt all necessary precautions to prevent the pollution of the waters of streams or springs by sawdust, manure, or other deleterious substances; to construct toilets or latrines of approved flyproof type, to locate them only at point designated by the forest officers, and to maintain them in good sanitary condition; and to burn or bury all garbage, débris, refuse, cans, etc., resulting from the occupancy of the land.

Area Limits.

The area of the tract to be occupied must, within certain limits, be decided by the field officer, but it should always be borne in mind that national forest resources are to be used in a way that will make them of largest service, and that largest service means greatest good to the greatest number. Permits should not cover more land than is actually needed for the purposes desired. This is essential not only as a matter of good business policy, but to prevent monopoly, and provide for future demands. In no case will the limits in area prescribed by the Forester under Regulation L-3 be exceeded without prior authority from the Forester.

Great care should be taken to prevent a few persons gaining control of sites which would suitably accommodate many others. Permittees will not be placed close together unless there is such demand for building sites in a particular locality that users must be placed near together in order to meet the reasonable needs of all. Permittees can be assured that while they are allowed to occupy only a restricted area, nevertheless it will be the policy of the department not to allow other persons to use lands immediately adjoining unless justified by reasonable necessity. In localities where likelihood of considerable public demand for building sites can be foreseen the forest supervisor should survey the tracts into lots in order that he may provide for the greatest number of users, and handle the business in an orderly manner. The instructions for term-permit surveys will be followed in surveying such tracts.

The amount of land which any person may be allowed to use under term permit is limited to 5 acres. For ordinary summer-home uses an area considerably less than this will be sufficient to include all instructures which probably will be erected or required. Ordinarily 1 acre, or even less, should suffice.

Special Conditions.

The Form 832 used in granting special-use permits contains only the general conditions applicable to all permits. Before granting any permit the approving officer should determine what special conditions should be inserted in addition to those printed on the form. A number of suggestions along this line are given in these instructions. These may be followed when their use seems desirable.

Special Clauses in Free Permits.

When a free permit is issued under Regulation L-2 the reason for making no charge should be inserted in the blank space of the charge clause on page 1 of the permit, as—

(Telephone permits) "This permit is issued free of charge under the provisions of Regulation L-2 (I)."

Such portion of the printed clause as is rendered inapplicable should be lined out.

January 1, 1928.

(9-L)

SPECIAL USES ON ADMINISTRATIVE SITES

Must Not Interfere With Administrative Use.

National forest lands selected for administrative purposes may be used under terminable special-use permits as long as the special use does not prevent or interfere with the administrative use. Permits for the cultivation of administrative sites will be issued only as provided under "cultivation" permits. Term permits under the act of March 4, 1915, will not be issued for the use of land while in the opinion of the district forester it is needed for administrative purposes.

Proper Charge Basis.

When improvements are used by a permittee that fact should be taken into consideration in fixing rental charges. Buildings, fences, cultivated lands, improved pastures all enhance the value of a place and justify increased charges. In determining the rental, the expense of maintenance should go with the use of the land and should be charged against the permittee and a corresponding reduction made in the special-use fee. The permit should either require the permittee to maintain the improvements at an agreed standard or to pay into the improvement cooperative fund the sum deducted for maintenance costs in fixing the rental.

Cropping Agreements Not Permissible.

It is not permissible to arrange for a portion of the crop being given to the service or any of its members in consideration of a reduction of the rental.

Special Requirements.

All permits on administrative sites will contain a provision providing for reentry by the Forest Service.

Where only buildings and pastures are being occupied for residential purpose the clause should read:

"This permit will be surrendered by the permittee on 30 days' notice from the supervisor that the land is needed for administrative use by the Forest Service."

A refund may be made for the unused period covered by payment.

Where the land is being cropped the permit should provide for notice of intent to reenter being served within a stated period, which should be before the usual time for starting preparations for the next season's crop.

SPECIAL USES ON MINING CLAIMS

The owner of an unperfected mining claim should be required to obtain a permit for any use of the land which is not in furtherance of the purposes contemplated by the law under which appropriated, but no use should be authorized which would not be allowed if the mining location did not exist, nor shall the mineral claimant be given any preference to which he would not otherwise be entitled.^a

No permits should be issued which will conflict with the operation of a valid claim.

As a further safeguard, all permits on pending claims, issued to other than the claimant, should contain the following stipulation:

"This permit is issued with the understanding that the permittee has secured or will secure the consent of any person having valid claim to the land."

The permit, if of a charge nature, will be conditioned on the payment of the charges fixed under Regulation L-3, whether applied for by the owner of the claim or by some other party. (For procedure when claims are occupied and used without permit for purposes not consistent with their development see "Occupancy trespass.")

Mining Claims Located on Areas Under Prior Permit.

Where a mining claim so located as to include an area covered in whole or in part by a prior special-use permit interferes with the permittee's use of the land and the matter can not be adjusted by agreement between the parties, the facts should be fully reported to the supervisor, who will forward the report with his recommendation to the district forester. If the facts warrant, appropriate action will be taken to protect the permittee. (See "Term permits.")

^a Amdt. No. 71, effective Jan. 1, 1928.

PERMITS UPON LANDS WITHDRAWN FOR WATER-POWER PURPOSES

The use of national forest land withdrawn under the act of June 25, 1910, or the Federal water power act of June 10, 1920, may be allowed under terminable special-use permit provided such use does not interfere with nor defeat the purposes for which the withdrawal was made. The fact that the occupancy authorized by the special-use permit is subject and subordinate to use of the lands for water-power purposes must, however, be clearly set forth in the permit by the invariable inclusion of a clause or stipulation substantially as follows:

"The lands described in this permit have been withdrawn for water-power purposes under the act of June 25, 1910 (or are embraced in an application or license under the Federal water power act of June 10, 1920) and therefore are subject at any time to use in connection with the development of water power. This permit, therefore, is issued with the specific understanding that it shall not interfere with such development and may, if necessary, be terminated upon ninety (90) days' notice that in the judgment of the Federal Power Commission the lands occupied are needed for use in connection with the generation of hydroelectric power or any other purpose contemplated by the act under which the lands have been withdrawn."

Where extensive improvements are planned under lease or term permit, pursuant to the act of February 29, 1899 (30 Stat. 908), or of March 4, 1915 (38 Stat. 1101), the application must be referred to the Federal Power Commission for a finding under section 24 that the value of the lands for power purposes will not be injured or destroyed by the proposed use and permit will not be issued except with the approval of the Federal Power Commission.

SPECIAL USES ON COUNTY ROADS

Congress granted rights of way over the public land for highways (U. S. Rev Stat. 2477). By that grant the lands of the United States were subjected to the servitude of a highway only. The county's title and interest is only that of a right of way, while the fee in the lands remains in the United States or the patentees of abutting lands; hence a telephone, conduit, or any other improvement on any road through national forest lands, which is foreign to its use as a road, can be operated lawfully only under permission from the Forest Service, notwithstanding any permission from the county.

It has been generally settled by the courts that telephone lines, for instance, when constructed along a highway, are an additional servitude and that the owners of abutting land can require compensation for damages through the construction of such telephone lines. In some jurisdictions the State legislature can empower a county to impose such an additional servitude upon private lands, provided reasonable compensation is paid, but it can give no authority to impose it on the lands of the United States. As the law is not the same in all States, however, an opinion should be obtained from the district assistant to the solicitor.

The width of such wagon-road rights of way shall conform to the width established by laws or ordinances of the State or county in which the road is located.

SPECIAL USES ON LANDS APPROVED FOR ELIMINATION

After an area has been approved by the Secretary for elimination from a national forest, free agricultural special-use permits to preferred settlement applicants whose land has already been listed under the act of June 11, 1906, will be the only class of permits issued upon it.

SPECIAL USES ON RAILROAD RIGHTS OF WAY

The preponderance of judicial opinion holds that a railroad right of way secured under the act of March 3, 1875 (18 Stat. 482), or the act of March 3, 1899 (30 Stat. 1233), is a limited fee, under which the railroad or its licensees are authorized to use lands within the right of way, for virtually any purpose, without permit from the Secretary of Agriculture; therefore, no special-use permits will be required or issued for lands within rights of way secured under either of the two acts referred to. The propriety of issuing or requiring special permits for lands within rights of way secured under other acts, especially within the Weeks law forests, will depend upon the provisions of the act and should be referred to the solicitor for opinion.

SPECIAL USE OF UNSURVEYED RAILROAD LANDS

By various acts of Congress some railroad companies were granted the odd-numbered, nonmineral sections within certain primary limits and as a result the railroads hold an equitable title to all such sections as are now unsurveyed. Their legal title, however, remains in the United States until identified by an official Government survey, and it is incumbent upon the Government to so administer such lands which may now appear to be odd-numbered and nonmineral as not to depreciate their value. The Forest Service has the right to administer these unidentified railroad sections within national forests, and this right carries with it the authority to use or make use of such resources of the lands as are of temporary character, provided such use will in no way impair the estate of the railroad. Hay, for instance, is an annual crop, the removal of which would in no way impair the value of the land. While not to be encouraged, temporary special-use permits may be issued for such occupancy and use of the lands as can not depreciate their value to the railroad when it shall receive complete title, but applicants for such lands should be fully informed of their status and a suitable clause, providing for revocation, should be incorporated in the permit.

COOPERATIVE PUBLIC SERVICE IMPROVEMENTS

Object of Regulation.

The object of Regulation L-4 is to secure the erection of improvements and the establishment of services essential to the use and enjoyment of the area of national forest land occupied by the permittees, and to provide for the fair distribution of the cost among those benefited.

When it Will Be Applied.

This regulation will be applied, and enforced contribution provided for, only in cases of real necessity such as the establishment of a water supply system, garbage disposal, or fire protection. It will not be applied in mere matters of convenience such as the establishment of a telephone system, special mail facilities, public recreation pavilion, or the like.

Application Made by Association.

The application by an association for such a public service permit should specify in detail the materials to be used, the methods of construction to be adopted, the ways in which the permittees will be benefited, and the general plan of service and distribution of costs.

Preliminary Safeguards.

Before the district forester authorizes the issuance of a special use permit containing the clause providing for the distribution of pro rata costs it should be made clear to him by a report from the supervisor that: (1) The improvement or service is a real necessity and that the benefits will be fairly shared by the permittees who will be required to pay the costs; (2) that the necessity is not temporary and that the need and demand for the service will continue; (3) that land titles are stable and there is no danger of the service or the permittees losing control over the area improved; (4) that the plan proposed is practical and that the improvements constructed will be substantial; (5) that construction and service will be economical and not disproportionate to the benefits; (6) that it meets with the written approval of the officers of the association and a majority of the permittees who will be served and required to contribute a share of the cost.

Action by District Forester.

If the report and application are approved by the district forester he may, in his discretion, insert in the special-use permit a stipulation that all persons using national forest land for summer home or other residential purposes who will be benefited by the proposed improvement or service will be required to pay their proportionate share of the cost, provided the work is performed by the association in a manner acceptable to the Forest Service and in accordance with the plan as submitted and approved.

Determination of Pro Rata Charge.

Upon completion of the improvement, the association will submit an itemized statement of the cost of construction which will be checked and verified by the supervisor, who will withhold his approval from any expenditure which appears to be extravagant or unnecessary. The amount approved by the supervisor will be considered the total cost of construction. The pro rata charge for each permittee will be determined by dividing the total cost by the number of permittees served, excepting that a hotel or resort or a permittee subletting a number of cottages should be assessed as an equitable number of units. Where the association is forced to borrow money to finance the original construction, interest may be allowed at the lowest prevailing commercial rate and the pro rata charge computed accordingly.

Maintenance or Service Charges.

Ordinarily the original cost of construction will be met at the end of the first year by pro rata contributions from each permittee served. The expenses thereafter will be only on account of maintenance, service, or necessary extensions. Such charges shall also be distributed pro rata among the permittees benefited in accordance with such plan as may be approved by the district forester.

Charge to New Permittees.

Where a new permittee purchases the improvements of one who has already paid his pro rata share of the cost of construction and has waived all rights to further use, no additional assessments will be made except for such payments on account of maintenance, service, or betterments as would have been required of the original owner. Other new permittees, however, will be required to contribute pro rata toward such public service on an equitable basis which will be made a condition of the new special-use permit. Unless some other basis is provided in the permit to the association or is otherwise authorized by the district forester a 10 per cent reduction will be made in the charge to new permittees on account of original construction for each year the improvements have been in service. After the tenth year new permittees will be admitted on the same basis as others except where such additional service requires additional expenditures. The payment from new permittees will be credited to the annual cost of maintenance or service.

Extension or Termination at Close of 10-Year Period.

The permit to the association will provide automatically for a revision of its terms at the end of 10 years. This is necessary in order to meet changed conditions. In normal cases it will probably be possible to renew outstanding permits with a simple provision for the collection of maintenance costs from current permittees, old and new alike. In other cases it will be necessary for the Forest Service and the association to negotiate a new agreement with such special clauses as may be necessary to meet conditions as they exist at the time of renewal.

Payment of Pro Rata Charge.

Forest officers must not receive payments to cover the cost of improvements under Regulation L-4, maintain the improvement accounts of an association, or assume official responsibility for the costs of constructing or maintaining an improvement. These are functions of the association to which the special-use permit has been issued.

In all cases where a pro rata payment is due, the regular letter of transmittal covering the special-use fee will be accompanied by a letter stating that as a condition precedent to the issuance, or renewal, of a permit the applicant, or permittee, will be required to pay his proportionate share of the cost of constructing the improvement to the properly authorized and designated officer of the association. The letter should state the total cost of the improvement, the method used in prorating the cost, and the approved pro rata charge.

The applicant, or permittee, will pay his share of the cost of improvement directly to the officer of the association, who will acknowledge the payment in proper form and promptly advise the supervisor thereof. The full amount due must be paid in one payment unless the permittee association has arranged otherwise. The permit will not be issued, or renewed, until both the receipted letter of transmittal and the receipt for the pro rata share of the costs of construction have been received by the supervisor.

Pro Rata Charges Must Be Paid upon Increased Privileges.

Permittees who, after payment of the initial pro rata charge, are allowed increased or additional privileges will be required to pay the prevailing pro rata charges upon all such increased privileges or uses, unless such increased privilege or use is secured by succession of an established permittee who has already paid the pro rata charge due and has waived all rights to continue in the use of the improvements, in which event no additional payment need be made.

Assessments for Maintenance of Improvements.

If the amount of money received by the association on account of the subsequent pro rata charge is not sufficient to maintain the improvement and the association shows that all money received has been expended for the maintenance of the improvement or for equitable refunds to previous contributors to the cost of the improvement, the supervisor may authorize the annual collection of a maintenance assessment of such amount in excess of the pro rata payments received as may be necessary to maintain the improvement in serviceable condition. So far as practicable the maintenance work should be done from year to year so that each permittee will pay his proportionate share of its cost.

Payment of Pro Rata Charges by United States.

When an improvement constructed under Regulation L-4 is of direct benefit to the Forest Service, as, for example, where a forest headquarters receives water from a cooperatively constructed pipe line, the application, when submitted to the district forester, will be accompanied by a definite recommendation from the supervisor of the proportion of the cost which should be borne by the United States. The district forester will review the recommendations of the supervisor and if, in his judgment, the circumstances warrant the Government's cooperation in the construction of the improvement to the extent recommended, he may authorize cooperation in such amount as is consistent with the established policy for his district.

AIR NAVIGATION FACILITIES¹⁵³

Air navigation facilities, other than airports, that may be covered by special-use permit include emergency landing fields, light or other signal structures, and any other structure or facility used as an aid to air navigation.

Permits of this character usually will be issued free, and will be given the designation "Air navigation facilities."

Airports.¹⁵³

Permits, either to municipalities or individuals, for airports which are to be open to the free use of the public without the collection of a landing or ground fee will be issued without charge subject to the provisions of Regulation L-2 (j) as amended.

For airports at which a landing or ground fee is to be charged an appropriate special-use fee or rental will be required. This will be computed upon an acreage basis and may range from a minimum of 10 cents per acre per annum to a maximum of \$2 per acre per annum, depending on (a) the value of the land for other uses, and (b) the public value of the airport as a utility in aid of commerce and communication. Normally the rental should be the same or a little more than that charged for the agricultural or grazing use of similar land.

Airplane landing facilities within the national forests necessarily are limited by prevailing physical conditions. Apparently much of the travel of the future will be by air; consequently extreme care should be used in issuing permits for airports and air-navigation facilities that the rights of the public are amply protected. In the granting of airport privileges upon national forest lands preference usually will be given to official or public agencies or to applicants who have a recognized status as public utilities.

If the public interest clearly demands a high type of development on a given area, the district forester may prescribe minimum requirements of development and decline to approve a permit unless assured that such requirements will be met; but ordinarily no requirements other than those contained in these instructions need be imposed. However, a permittee who wishes to qualify under the regulations of the Department of Commerce must meet the conditions prescribed by such regulations.

The air commerce act of 1926 and the rules and regulations made in conformity therewith by the Department of Commerce, which is charged with its execution, should be given careful consideration in the issuance of permits for airports or air-navigation facilities. All airport permits should require that the permittee comply with the terms of the air commerce act in so far as they are applicable to the permitted project.

For example, in order to conform to the No. 3 rating of the Department of Commerce, a 4-way landing field is required. The field should be 1,600 feet square at sea level, increasing in size to 4,000 feet square at 10,000 feet above sea level, thus requiring from 60 to 400 acres of land, depending on altitude. The slope of the landing field ordinarily should not exceed $2\frac{1}{2}$ per cent in any direction. The field should be free of surrounding obstructions, as such obstructions diminish the effective landing area by seven times their height at sea level. The landing strips should be 500 feet wide with runways at least 100 feet wide. The field should be marked with a circle 100 feet in diameter, with a band 4 feet wide. Where the name of the field is shown, it should be in letters 12 feet high. White or chrome yellow should be used to make the circle and name.

Hydroplane airports require a body of water with a depth of at least 6 feet and sufficiently large to permit safe landing and take-off of seaplanes. This requires at sea level a 3,000-foot runway in all directions, the size increasing at higher altitudes.

The wind-direction indicator should be of yellow muslin 24 inches in diameter at the throat, 10 inches in diameter at the tail, and 9 feet long.

Adequate sanitation facilities and fire-fighting equipment are required at all rated fields.

Regardless of whether an airport is or is not rated by the Department of Commerce, the permittee should be required to mark the field, erect a wind-direction indicator, and provide adequate fire-fighting equipment.

Special Stipulations.

[The first 12 of the following stipulations should be inserted in every airport permit; the others when necessary]

1. All airplanes that use this airport shall comply with the air commerce regulations of the United States Department of Commerce.

2. Authorized representatives of the Department of Commerce shall at any time have the right to inspect this airport and shall have free access to the books containing records of operation.

3. All departments and agencies of the United States operating aircraft, and all aircraft under contract with such departments and agencies, shall have free and unrestricted use of this airport and shall have the right to erect and install thereon such structures and improvements as the heads of such departments and agencies shall deem advisable, including facilities for maintaining supplies of fuel, oil, and other materials for operating aircraft.

4. Whenever the President may deem is necessary for military purposes, the Secretary of War may assume full charge of this airport.

5. This airport must be marked and must be provided with a wind-direction indicator, and both must conform to air commerce regulations.

6. This permit authorizes the use of the land designated for only such uses as are essential to the proper handling of aircraft.

7. The permittee is authorized to charge each plane which uses this area a ground or landing fee of ----- plus an additional fee of ----- for each plane or unit or passenger-carrying capacity.

NOTE.—At the large municipal airports around San Francisco Bay, the usual charge is as follows:

Ground fee (all planes) -----	\$1.00
Landing fee for commercial planes -----	1.00
Hangar fee (all planes) -----	2.00

The airplane inspector of the Department of Commerce at San Francisco believes a fair charge at airports under Forest Service permit would be \$1 per plane plus a charge per passenger of not to exceed 25 cents for each passenger on a commercial airplane.

8. Before construction work of any kind is undertaken, plans, in duplicate, showing proposed development of the field and improvements to be constructed thereon, must be submitted to and approved by the forest supervisor.

9. The premises shall at all times be kept free from inflammable refuse and every precaution taken to prevent fire.

10. At least two barrels of sand and five fire extinguishers shall be kept on this airport at all times.

11. Toilets sufficient to accommodate the public needs shall be installed and maintained by the permittee.

12. The permittee shall post a copy of this permit in a prominent place on the airport so that all interested parties may note the conditions under which it may be used.

13. This airport shall be equipped and maintained in accordance with the ratings set by the Department of Commerce.

14. Rates and prices for accommodation and service may be fixed by the Secretary of Agriculture whenever it is deemed necessary.

15. This permit does not include the privilege of erecting hangars on the area. Permits for private hangars adjacent to the field will be issued to individuals where found necessary upon payment of the required fee. They must be fireproof and of uniform design.

16. The timber cut or destroyed in clearing the airport authorized herein shall be (paid for under the provisions of Reg. S-29) or (cut without charge under the provisions of Reg. S-24). Omit clause which is inapplicable or unsuitable. Ordinarily, administrative use will be allowed where use of field is free to public, and timber settlement required where pay field is involved.

17. Annually, on January 1 of each year, the permittee shall furnish the forest supervisor with a detailed statement for the calendar year ended, showing maintenance expenses of the airport, together with the amount of tolls collected and number of aircraft and people for which toll was paid.

ADVERTISING SIGNS

The placing or posting of advertising signs upon national forest land is prohibited except when authorized by permit, which will be issued only when the proposed signs contain distance, directional, or informational data of value to the traveling public, which can not be otherwise supplied, are artistic in design and arrangement, and do not impair or detract from the scenic beauty of the forest lands. Conspicuous, unsightly, or objectionable signs or signs painted on rocks will not be permitted and persons who persist in placing or painting such signs will be regarded as trespassers.

ANCIENT RUINS AND RELICS

Statutory Provisions.

Appropriating, excavating, injuring, or destroying any historic or prehistoric ruin or monument, or any object of antiquity, situated on lands owned or controlled by the United States, without permit, is prohibited.

UNIFORM RULES AND REGULATIONS

The following uniform rules and regulations are prescribed by the Secretaries of the Interior, Agriculture, and War to carry out the provisions of the act for the preservation of American antiquities, approved June 8, 1906 (34 Stat. 225) :

1. Jurisdiction over ruins, archæological sites, historic and prehistoric monuments and structures, objects of antiquity, historic land marks, and other objects of historic or scientific interest, shall be exercised under the act by the respective department as follows :

By the Secretary of Agriculture over lands within the exterior limits of forest reserves, by the Secretary of War over lands within the exterior limits of military reservations, by the Secretary of the Interior over all other lands owned or controlled by the Government of the United States, provided the Secretaries of War and Agriculture may by agreement cooperate with the Secretary of the Interior in the supervision of such monuments and objects covered by the act of June 8, 1906, as may be located on lands near or adjacent to forest reserves and military reservations, respectively.

2. No permit for the removal of any ancient monument or structure which can be permanently preserved under the control of the United States in situ, and remain an object of interest, shall be granted.

3. Permits for the examination of ruins, the excavation of archæological sites, and the gathering of objects of antiquity will be granted, by the respective Secretaries having jurisdiction, to reputable museums, universities, colleges, or other recognized scientific or educational institutions, or to their duly authorized agents.

4. No exclusive permits shall be granted for a larger area than the applicant can reasonably be expected to explore fully and systematically within the time limit named in the permit.

5. Each application for a permit should be filed with the Secretary having jurisdiction, and must be accompanied by a definite outline of the proposed work, indicating the name of the institution making the request, the date proposed for beginning the field work, the length of time proposed to be devoted to it, and the person who will have immediate charge of the work. The application must also contain an exact statement of the character of the work, whether examination, excavation, or gathering, and the public museum in which the collections made under the permit are to be permanently preserved. The application must be accompanied by a sketch plan or description of the particular site or area to be examined, excavated, or searched, so definite that it can be located on the map with reasonable accuracy.

6. No permit will be granted for a period of more than three years, but if the work has been diligently prosecuted under the permit, the time may be extended for proper cause upon application.

7. Failure to begin work under a permit within six months after it is granted, or failure to diligently prosecute such work after it has been begun, shall make the permit void without any order or proceeding by the Secretary having jurisdiction.

8. Applications for permits shall be referred to the Smithsonian Institution for recommendation.

9. Every permit shall be in writing and copies shall be transmitted to the Smithsonian Institution and the field officer in charge of the land involved. The permittee will be furnished with a copy of these rules and regulations.

10. At the close of each season's field work the permittee shall report in duplicate to the Smithsonian Institution, in such form as its secretary may prescribe, and shall prepare in duplicate a catalogue of the collections and of the photographs made during the season, indicating therein such material, if any, as may be available for exchange.

11. Institutions and persons receiving permits for excavation shall, after the completion of the work, restore the lands upon which they have worked to their customary condition, to the satisfaction of the field officer in charge.

12. All permits shall be terminable at the discretion of the Secretary having jurisdiction.

13. The field officer in charge of land owned or controlled by the Government of the United States shall, from time to time, inquire and report as to the existence, on or near such lands, of ruins and archaeological sites, historic or prehistoric ruins or monuments, objects of antiquity, historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest.

14. The field officer in charge may at all times examine the permit of any person or institution claiming privileges granted in accordance with the act and these rules and regulations, and may fully examine all work done under such permit.

15. All persons duly authorized by the Secretaries of Agriculture, War and Interior may apprehend or cause to be arrested, as provided in the act of February 6, 1905 (33 Stat. 700), any person or persons who appropriate, excavate, injure, or destroy any historic or prehistoric ruin or monument, or any object of antiquity on lands under the supervision of the Secretaries of Agriculture, War, and Interior, respectively.

16. Any object of antiquity taken, or collection made, on lands owned or controlled by the United States, without a permit, as prescribed by the act and these rules and regulations, or there taken or made, contrary to the terms of the permit, or contrary to the act and these rules and regulations, may be seized wherever found and at any time by the proper field officer or by any person duly authorized by the Secretary having jurisdiction, and disposed of as the Secretary shall determine, by deposit in the proper national depository or otherwise.

17. Every collection made under the authority of the act and of these rules and regulations shall be preserved in the public museum designated in the permit and shall be accessible to the public. No such collection shall be removed from such public museum without the written authority of the Secretary of the Smithsonian Institution, and then only to another public museum, where it shall be accessible to the public; and when any public museum, which is a depository of any collection made under the provisions of the act and these rules and regulations, shall cease to exist, every such collection in such public museum shall thereupon revert to the national collections and be placed in the proper national depository.

The foregoing rules and regulations are hereby approved in triplicate and, under authority conferred by the law on the Secretaries of the Interior, Agriculture and war, are hereby made and established, to take effect immediately.

E. A. HITCHCOCK,
Secretary of the Interior.
JAMES WILSON,
Secretary of Agriculture.
WM. H. TAFT,
Secretary of War.

Procedure.

Any application for a permit to examine ruins, excavate archæological sites, or gather objects of antiquity on national forest lands, shall be referred to the district forester, who will see that the application is in accordance with the uniform rules and regulations, and will require any necessary amendments of the application. He will submit the application, together with his recommendations (based on supervisor's report), to the Forester, who will refer the application to the Smithsonian Institution for recommendation.

If the application is approved by the Smithsonian Institution, the Forester will prepare a permit, in quintuplicate, for the signature of the Secretary of Agriculture. After the original has been signed by the Secretary it will be sent with three copies to the district forester, who will forward the original to the permittee and two copies to the supervisor, one for his files and one for the ranger concerned.

APIARIES

Payments.

Payments will be due on May 1 of each year, but if a permit is so issued that only a fractional part of a year will elapse between date of issuance and the 1st of May following, the first payment shall be a pro rata charge of the full annual rental.

Location.

Permits should not be issued for apiaries which will be located so close together as to interfere with each other.

Special Requirements.

"The permittee shall clear and keep clear the land occupied by the hives and an additional strip of 30 feet in width beyond the marginal limits thereof."

"Premises shall be kept in neat condition and structures erected in as compact a space as possible consistent with good bee-keeping practices."

"Hives shall be subject to inspection by proper State officials."

COMMERCIAL USES

The operation of commercial enterprises on national forest lands without permit, or under permits authorizing other forms of occupancy, is prohibited by Regulation T-8.

Adequate provision should be made in all forest plans for occupancy under special-use permit of lands chiefly valuable for commercial purposes, or which may be used for such purposes without detriment to the public interest; but in awarding permits preferred consideration should always be given to enterprises which by supplying the fundamental needs of the resident or traveling public partake of the nature of public utilities. A warehouse or curio shop should not be granted permit to occupy an important or desirable site to the exclusion of a general store, filling station, or garage, really needed by the traveling public.

Special Requirements.

Permits should specifically provide for the maintenance of good conditions of sanitation, fire protection, esthetic quality, and law observance. Such special stipulations as may be necessary may be selected from those set forth under the "Residence," "Hotel and resort," and other captions.

In cases where the storage or sale of fireworks would increase the fire hazard or conflict with municipal ordinances the following special clause may be used:

"The permittee agrees that no fire works of any character whatsoever shall be stored, sold, or otherwise disposed of on the land covered by this permit or in the structures erected thereon."

COMMUNITY PERMITS

Religious, fraternal, social, or semicivic organizations which desire to establish upon national forest land small community centers for the exclusive use of their members may be allowed to do so under special-use permits approved by the district forester. Such permits may, in the discretion of the district forester, grant exclusive use of an area sufficient to allow the reasonable expansion of the community and may authorize the permittee organization to sublet parts of the area to its members for summer home or other associated purposes, with the understanding that the permittee organization will be wholly responsible for full compliance with all conditions of the permit by its sublessees.

Subleases and Charges.

The requirement by the permittee of rentals from its sublessees in excess of the amount paid for the special-use privilege is not objectionable if the excess revenues thus derived are used to meet the maintenance of the community improvements or other community expenses, but the permit should stipulate that the annual special-use charge shall be subject to adjustments commensurate with the increase in volume of use. One common form of adjustment is to add to the basic annual rental certain fixed amounts for each additional residence or other structure erected on the land, while another way is to provide by stipulation for equitable readjustments of the total special-use charge at fixed intervals.

Special-Use Conditions and Requirements.

Community permits frequently will present peculiar problems such as the status of sublessees who, after erecting residences, lose their membership in the permittee organization or violate conditions of the permit; the obligation to allow the general public to use certain of the facilities operated under the permit; or the propriety of allowing the community improvements and privileges to be rented temporarily to other nonmember organizations with the associated question of the limit, if any, which should be imposed upon the rentals charged for such temporary use. Where such problems are apt to arise, a special form of permit containing the necessary special stipulations should be prepared and used. In addition, the special requirements prescribed in residence and resort permits should, as a rule, be made applicable to community permits.

A permittee organization should not be allowed to indefinitely withhold from use lands in excess of its reasonably established prospective needs; and where a permit embraces an area in excess of immediate needs, provision should be made by stipulation for a reduction in area if, after a certain period, a part of it remains unused.

CONDUITS AND RESERVOIRS

Rights of way for conduits and reservoirs may be obtained either by special-use permit from the Forest Service or by a grant from the Department of the Interior. The act of March 3, 1891 (26 Stat. 1095), as amended by the act of May 11, 1898 (30 Stat. 404), grants a limited fee for irrigation purposes, and section 4 of the act of February 1, 1905 (33 Stat. 621), for municipal or mining purposes.

Application for Rights of Way.

Applications for rights of way must be filed in the proper local land offices. When they are received by the Commissioner of the General Land Office, if affecting national forest lands, one of the maps is referred to the Forester in order that the Forest Service may secure such stipulations as are thought necessary for the protection of national forest interests. The procedure followed by the Forest Service in acting upon such applications is stated in detail under the caption "Interior Department rights of way." Form No. 81 will be used in obtaining stipulations from applicants under the acts above mentioned.

Application for Special-Use Permit.

Since a limited fee can be secured for irrigation, municipal, and mining projects, it is unlikely that supervisors will be called upon to issue permits for many large projects, although applications may be received pending the approval of application for rights of way to the Department of the Interior. If the supervisor receives an application under such conditions and he has reason to believe that the Department of the Interior will not approve the application for right of way, he should before taking action submit the case to the district forester for an opinion.

Any project which includes the development of hydroelectric power will be considered under "Water-power instructions."

Procedure.¹⁵⁴

For small projects the procedure will be the same as for other special use permits. Where the project contemplates a dam exceeding 20 feet in height, or a reservoir having a capacity in excess of 1,000 acre-feet, the applicant, in addition to furnishing prima facie evidence of water rights, must submit a design drawing for the proposed dam, spillway, and appurtenant water structures. This drawing must be in such detail and accompanied by such information as the district forester may require in order that he may check the safety of the contemplated structures. The complete application should be referred to the district forester who, with the advice of the district engineer, will determine what special requirements should be incorporated in the permit.

Free Permits.

No charge will be made for permits for irrigation, mining, municipal, or domestic water supply, or for stock reservoirs or conduits to a grazing permittee or an owner of exempt stock. (Reg. L-2.)

Extent of Right of Way.

In conduit cases the attention of the permittee should be called to the fact that the permit is limited in width to the area actually used or needed in the enjoyment of the privilege. No definite width should be specified in the permit.

Interference With National Forests Interests.

If the construction of the project will render unavailable to other forest users the entire supply of water in any particular locality, thereby injuring national forest interests, and the applicant refuses to enter into such stipulations as may be necessary to safeguard those interests, the supervisor may reject the application. Such conditions are most likely to arise on the forests of the Southwest, where the piping of all the waters of a spring may render the surrounding range unavailable or seriously handicap fire fighters in obtaining a supply sufficient for their use.

Conflicting Application.

An application for a project which has physical conflict with another already covered by permit should not be approved, but the applicant should be informed of the extent to which his application is in conflict and given opportunity to amend it. If the conflict is limited solely to the use of the same water, the supervisors should not presume to determine its ownership, that being a matter for the State courts to decide, but should give both claimants the same consideration.

Water Power.

The report of the forest officer should show, if possible, whether or not any development of water power for the generation of electric energy is contemplated.

Special Requirements.

All permits involving the diversion or storage of water will contain the following clauses:

"This permit confers no rights upon the permittee to use of the water involved."

"The permittee shall construct and maintain suitable fish ladders or fishways over all dams, and install and maintain efficient fish screens at the intakes of all canals, conduits, and ditches."

"Compensation shall be made for damage caused to property of the United States through the overflow of water."

"Suitable crossings shall be provided and maintained for roads and trails."

"The permittee agrees to remove all timber from the area to be flooded, in advance of flooding."

(If future power development appears probable or feasible.) "The permittee agrees that the projects covered by this permit will not be used for or in connection with the generation of hydroelectric power, except when further authorized by power permit or license."

"The permittee shall construct all works strictly in accordance with the plans and designs submitted by him and approved by the district forester. A representative of the Forest Service may inspect the construction of the contemplated works at any time. Failure to maintain the dam or other water structures in a safe condition as determined by the district forester is sufficient grounds for canceling this permit."¹⁵⁴

CORRALS

Corrals for the proper handling of permitted stock will be permitted without charge under the provision of Regulation L-2. If open to free public use, the timber necessary for their construction will be granted free of charge under Regulation S-24, with the understanding that the improvement when completed will become the property of the Government. Where exclusive use is desired appropriate charges may be made for the timber used in construction, unless the grant of free-use timber, under Regulation S-26, is practicable and permissible.

Special Clauses.

(Where free use of timber allowed.) "This corral will become the property of the Government when constructed, and will be subject to free use by forest officers and all persons holding grazing permits."

(When corrals are equipped with trap gates.) "This corral shall, when in use, be examined every day by the permittee, and all stock not owned or controlled by the permittee shall be turned out upon the range."

CULTIVATION PERMITS

Within the national forests will be found five classes of lands which are susceptible of cultivation: (1) Lands which have been listed for homestead entry but unentered; (2) strips excepted from listing for rights of way purposes; (3) lands at administrative sites temporarily not needed for administrative purposes; (4) small patches of a few acres in extent but not of sufficient size to constitute a farm unit and consequently not listable for homestead entry; (5) lands under withdrawal for reclamation, water power, or other purposes. The use of these lands may be authorized under cultivation permits.

No cultivation permit is necessary where a small garden, etc., is maintained subsidiary to a principal use of the land.

No cultivation permit should be issued except for land which the supervisor believes will grow agricultural products under normal conditions.

Only annual crops should be authorized on lands at ranger stations and the permit should stipulate that it will terminate after 90 days' notice that the land is needed for administrative purposes, but in no event before crops have been harvested.

A charge will be made for cultivation permits except in the rare instances where the applicant, under the act of June 11, 1906, has a preference right to enter the land involved or has entered the land from which the strip to be cultivated has been excepted as a right of way.

Cultivation Permits on Forest Homesteads.

Under the act of August 10, 1912, no land listed under the act of June 11, 1906, passes from the forest until patent issues. While not to be encouraged, all classes of special-use permits may be issued on lands listed or restored to entry prior to the time they are entered or filed upon. The permit should contain a provision to the effect that it will terminate whenever the lands are entered. The permittee should also be specifically advised that the lands are subject to entry at any time and he assumes the risk of this being done while the lands are under cultivation. Persons holding any kind of permit issued prior to agricultural classification of the land should, as soon as the classification is approved by the Secretary, be advised by the supervisor of its probable listing, that they may arrange their affairs accordingly.

When land covered by a paid permit is classified as listable under the forest homestead act, and the permittee by virtue of a preference right of entry is entitled to its free use in accordance with the above instructions, the old special-use permit should be immediately changed to a free permit and a refund made of any unearned rentals. Such free special-use cultivation permits will, however, be closed when the land is restored to entry, and if the user does not file upon it and it remains open to entry he should be required to take a pay permit.

Residence Under Permit Credited on Final Proof.

Residence under permit on land listed for entry can be credited as part of the statutory residence period required before making final proof.

Special Requirements in Cultivation Permit.

(When permit is issued under condition (1).) "This permit shall not be construed to give the permittee any preference right of entry under the act of June 11, 1906, and shall terminate when the land is entered."

(When permit is issued under condition (2).) "This permit shall terminate upon notice to the permittee by the forest supervisor that the land is needed for road purposes."

(When permit is issued under condition (3).) "This permit will be surrendered by the permittee upon —— days' notice from the supervisor that the land is needed for administrative use by the Forest Service."

(When permit is issued under conditions (3), (4), and (5).) "This permit is issued with the understanding that only annual crops will be raised, and that only such improvements will be placed upon the land as

the temporary nature of the use warrants. It is also understood by the permittee that the results of cultivation will not alter the nonlistable classification of the area involved, since that has been determined by other predominating factors."

Residence on Land Covered by Cultivation Permits.

Where residence is maintained upon land covered by a cultivation permit that fact should be taken into consideration in deciding upon the proper charges in the case.

DIPPING VATS

Dipping vats invariably involve a congestion of livestock detrimental to a considerable area of surrounding territory. For this reason they should be allowed only when their disapproval would prevent proper compliance with Federal or State livestock sanitary requirements, and should be so located that the objectionable results of their operation are held to a minimum.

Vats operated by individual stockgrowers or on a cooperative basis, at which no tolls are charged may be covered by free permit under the provisions of Regulation L-2.

Vats operated on a commercial or custom basis and where tolls are charged will be charged for under the provisions of Regulation L-3.

Special Stipulations.

"Only stock grazed on the national forest under permit (or covered by a crossing permit where one is necessary) shall be dipped in this vat."

"Waste dipping solution and dead animals will be disposed of in such manner as the forest officers shall require."

DRIFT FENCES AND INCLOSURES

See also Regulation G-15 and instructions thereunder.

The unnecessary encumbrance of national forest land by the promiscuous erection of fences should be avoided, but fences required to promote administration of the national forest through the protection of forest growth or the prevention of trespass, or for the proper control and management of livestock grazed under permit, may be allowed under proper restrictions to prevent injury to the range or forest. So far as practicable, pasture inclosures should be limited to land not suitable for timber production.

In no case should fences be allowed which give control of an area in excess of that actually required for the pasturage of the stock which the person or persons maintaining them are entitled to graze, or deprive other equally well qualified permittees of opportunity to use the lands involved.

Conditions of Granting Permits.

Permits may be granted without charge in any of the following cases:

1. For inclosing either individual or community ranges which have been established by the Forest Service to form units of range management.

2. For pastures for separating different kinds or breeds of stock, weaning purposes, gathering stock, holding saddle horses, or controlling graded or purebred stock, when open to all permittees using the range.

Except as above mentioned, inclosures or pastures constructed or maintained for the exclusive use of permittees including those allowed for the purpose of giving settlers who live upon lands either within or on the border of a national forest the exclusive use of adjoining pasture during the portion of the year when needed for protection against other stock, will be charged for at prevailing rates. Only such area should be allowed as is necessary in each individual case, and it must be within the maximum limits prescribed by the Forester under Regulation L-3. Inclosures for stock exempt from permit should ordinarily not be greater than is needed for 10 head and not more than 80 acres should be allowed for this purpose.

Pasture permits allow exclusive possession during the entire year, but do not convey the right to graze stock within the inclosure except in connection with and during the period covered by the grazing permit. Stock exempt from fee may be allowed to graze within a pasture during the year-long period. In appraising the value of pasture land its quantity and carrying capacity, accessibility and the presence of permanent water should be considered.

Definition of Drift Fences.

Drift fences may be erected under several different conditions and they may be:

1. A line of fence dividing a natural grazing unit for the purpose of keeping different kinds of cattle on such unit from mixing.
2. Across a valley or a canyon to prevent stock from drifting up or down it and away from their allotted ranges.
3. To close up gaps or openings between private or boundary fences already established, or in cliffs or along otherwise impassable ridges in such a way as to separate natural units and prevent cattle from drifting onto adjoining ranges.

Removal or Change of Fences

If the range controlled by a fence is excessive in area and ought to be shared by permittees in addition to those using it, the fence must be either removed or changed or the range opened to other permittees.

Gates in Fences.

All fences must be provided with gates at such points as are necessary to allow proper ingress and egress. If the gate is across a public highway, it should be constructed of lumber or metal other than wire and the applicant should furnish with his application a written permit from the proper State, county, or other local official to fence the road. Where automobile travel is heavy, suitable automobile crossings may be required, in addition to the ordinary gates.

Safe Types of Fence Construction Required.

Only types of fence which are not unduly dangerous or injurious will be allowed. If a fence constructed of barbless wire or other material will serve the purpose its use should be insisted upon, especially for situations where barbed wire will be a menace to the handling of stock or to the traveling public.

Free Material.

When corrals, fences, or inclosures on national forest land are needed for the better control and management of stock grazed under permit all forest material needed for use in their construction may be furnished free of charge under Regulation S-24, and in cases where the circumstances justify it the necessary wire and staples may also be furnished, provided the stockmen using the range are willing to construct such fences with the understanding that they shall when completed become the property of the United States.

Pasture in Connection with Hotels and Resorts.

When an applicant for a pasture in connection with a hotel or resort desires to make a charge for pasturing animals owned by his guests, this commercial use should be considered in appraising the value of the land and a higher charge made than when the pasturing is to be allowed free. The permit should fix the average number of animals which may be allowed to graze within the pasture during the season and the maximum charge per head per day which may be made, which should not exceed 25 cents. Such pastures must not in any case include all available grazing land or camping grounds in the vicinity, but must leave opportunity for the public to camp outside if they desire to do so.

Permits Under Regulation L-8.

A permit to inclose and use not to exceed 640 acres of national forest land without charge may be granted in exchange for a waiver of exclusive use of private lands within national forests when such an arrangement will not be disadvantageous to the administration of a national forest. Before issuing permits under Regulation L-8 the supervisor must determine that the title of the land for which a waiver to its exclusive use has been given has passed from the United States and that the applicant has the right to its use.

Permits may be based only upon lands to which title has passed from the United States.

Special Requirements. (To be inserted where necessary.)

"The permittee shall construct gates and automobile crossings at such points as may be designated by the forest officers, such gates to be conformable to specifications stated (to be agreed upon by the permittee and supervisor)."

"The permittee shall leave watering places open to other stock grazing under permit."

"This permit shall be without effect except in connection with a grazing permit or stock exempt under Regulation G-2."

"The range controlled by this fence shall be open at all times to other permittees entitled to share its use."

"The fence shall be maintained in a good state of repair. Fence posts to be not over one rod apart and set in the ground not less than 2 feet; at least four strands of wire to be used."

The supervisor may, in his discretion, incorporate the following stipulation in paid pasture permits:

"The permittee shall at all times allow the use of the inclosure by the forest officers for administrative purposes and for pasturing their saddle horses."

The stipulation should only be inserted when such use is an administrative necessity, and in such cases the probable amount of use by forest officers may be given consideration in fixing the fee to be charged.

When an inclosure is allowed under Regulation L-8, the following condition should be inserted in the permit:

"As owner (lessee) of the following-described lands (insert legal description of offered lands) the permittee named herein accepts this permit with the understanding and agreement that the United States shall have the exclusive possession of such described lands for the grazing of livestock by itself or its permittees, and the right to protect such possession against all persons whomsoever, throughout the period this permit remains in full force and effect."

GAME FARMS AND FISH CULTURE

Permits may be issued allowing exclusive use of lands for the propagation of fur-bearing animals, game animals and birds, subject to the provisions and requirements of the State laws, provided such permits do not result in materially restricting lawful hunting or fishing by the public. The charge for a game farm permit will be from 50 cents to \$1 per acre per year, except in Alaska, where special rates are required to meet Alaskan conditions.

Permits for the exclusive use of land for artificial bodies of water for fish culture may be issued if the land applied for does not involve a natural lake or stream which in its natural condition will support fish. The charge for a fish culture permit will be based on the acreage used and will be from 50 cents to \$5 per acre per annum. No charge will be made for hatcheries of a noncommercial nature, such as are generally maintained by States, counties, and sportsmen's associations, but all of a commercial nature will be subject to a regular charge.

Special Requirements for Hatcheries on Natural Lakes and Streams.

"This lake (or stream) will be open and free to the public at all times, and lawful fishing during the open season shall not be prevented or restricted."

"The United States Bureau of Fisheries has the right to use the lake (or stream) for purposes of artificial propagation."

HOTELS AND RESORTS

Permits for hotels and resorts shall authorize the occupancy of the land for only such uses as are essential to the proper accommodation of guests. A public camp ground maintained in connection with the hotel and resort may be regarded as such a use. The use of any portion of the site for a purpose foreign to this—such as photograph gallery, billiard halls, refreshment stands conducted by lessees, moving-picture theaters, and laundries and stores, mainly for the benefit of outside patrons—will require modification of permit or issuance of supplemental permits with appropriate additional charges.

Recreation or health camps, constructed and operated on a nonprofit-making basis by municipalities, counties, etc., and allowed without charge under Regulation L-2 (B) shall be classed and reported as "Resorts noncommercial."

Regulation of Rates and Charges.

It is the policy of the Forest Service not to undertake to regulate the charge which may be made for accommodations or services at hotels and resorts but to leave this subject for regulation by ordinary business competition. In some instances, however, permittees may have such a monopoly by reason of their location as to make some regulation by the Forest Service desirable. Where this condition occurs a stipulation should be inserted in the permit reserving to the Secretary of Agriculture the right to fix rates for accommodations and services whenever this is deemed necessary in the interest of the public. (See last paragraph under Reg. L-1.)

Special Requirements.

Standard sanitation clause.

"Grounds are to be well kept and buildings must be neat in appearance."

"Barbed wire may be used in enclosing the lands occupied under this permit only by special arrangement with the officer issuing the permit."

"This permit is issued subject to cancellation in the event an application is filed involving a higher use of the land." (Terminable permits only.)

"Hoods will be placed over the outlets of all chimneys."

"No stock under permittee's control shall be allowed to roam at large."

"This permit authorizes the use of the land designated for only such uses as are essential to the proper accommodation of guests. Refreshment stands, stores, billiard or pool rooms, photographic galleries, motion-picture shows, etc., shall be the subject of special permit."

"The permittee shall conform to such regulations respecting rates and service, as the Secretary of Agriculture may make in the interest of the public."

"The permittee shall clean and keep clean the premises of all inflammable brush, undergrowth and other débris, but shall not burn débris without the consent of a forest officer."

"The permittee shall build no fires in the open."

"The permittee shall furnish accommodations to members of the Forest Service at the lowest rates given to any guest."

"Disorderly or otherwise objectionable conduct by the permittee or those occupying the premises with his permission shall upon proof thereof, be cause for cancellation of the permit."

"The permittee agrees that all construction work will be in accordance with specifications to be approved by the forest supervisor."

HOTELS AND DWELLINGS ADJACENT TO MINERAL SPRINGS

Whenever there is reason to anticipate a demand for a lease of a site under this act the supervisor should prepare a general working plan of the site similar to that used for term leases under the act of March 4, 1915. This plan should include:

(1) A topographic map of the area adjacent to the spring, or at least that area which would likely be occupied. If the area should be divided into lots, this division should be shown.

(2) A determination of the quantity of water available from the spring and a plan of the work that should be done to develop and increase the flow, as well as to protect the spring from pollution or silting, with an estimate as to the cost.

(3) An analysis of the water, which may be procured from the Bureau of Chemistry.

(4) Suggestions as to the kind of occupancy which would likely put the land to its highest use; that is, whether the need is for a sanitarium, hotel, bath house, cottages, or camping grounds, or any combination of these. The distance from centers of population and accessibility should be stated; also whether the business will require any closer supervision than can be given by the district ranger.

The application, which need not be made in any particular form should describe the land desired to be leased as accurately as practicable and should state the character and probable cost of the buildings to be constructed thereon. It should be filed with the forest supervisor, who will forward it to the district forester with a report on Form 964. If there appears to be no objection to leasing the land, the district forester will so inform the applicant by letter, furnish him with a form of lease, showing the general conditions under which the lease will be made, and advise him that he is given until a specified date in which to submit plans of the proposed structures and other improvements, as well as evidence of his financial ability to carry them out. The lease will be on the same form as that used in granting term permits—that is, No. 854. On receipt by the district forester of the applicant's plans, they will be forwarded to the Forester, with all other correspondence, including a copy of the working plan, and the district forester's recommendations as to the term of the lease and rental charge. The lease will be prepared in the Forester's office and submitted to the Secretary of Agriculture for approval. When approved it will be sent to the lessee through the offices of the district forester and supervisor.

In general, preference will be given to the first applicant, provided he shows that he will make satisfactory use of the land from the standpoint of the public interests.

Special Stipulation.

"This permit does not include the mineralized springs on the land herein included, nor give any permission to pipe, draw, or take the waters thereof so as to appreciably diminish the waters thereof or to affect the condition or appearance of said springs except under plans approved by the forest supervisor. This permit shall not be construed to exclude the public from free and convenient approach to the mineralized springs and the proper and customary use thereof."

LIME AND CHARCOAL KILNS

Small charcoal-burning operations utilizing wood purchased from national forest land may be permitted free of charge under the provisions of Regulation L-2 (G).

All other lime and charcoal kilns will be charged for as provided in Regulation L-3.

Special Stipulation.

"The permittee shall clear and keep the land clear of all refuse and inflammable substance and observe such other precautions against fire as may be required by the forest officers."

PERMITS FOR MOTOR TRANSPORTATION FACILITIES**When Required.**

Permits under Regulation L-7 for the operation of automobiles, motor busses, and motor trucks as common carriers over national forest lands will be required only upon roads which have been designated by the district forester as "special service" roads. Such designation will be rigidly restricted to roads which are not parts of established State or county road or highway systems; which are constructed and maintained wholly at the expense of the Federal Government and its private cooperators; and upon which the commercial operation of a common-carrier system of automobiles, motor busses, and motor trucks for the transportation of persons and commodities must be correlated with and made a part of the operation of a hotel, resort, or other public utility necessary for proper public use and enjoyment of national forest resources, which can not be successfully established or operated unless it controls the means of transportation through which it is reached by the traveling public.

Intermittent or occasional use of a special service road by taxicabs, or hired or personally owned automobiles or motor trucks, does not require permit, but all cars operated regularly on fixed schedules and tariffs must have permits or be subject to trespass proceedings. (See Reg. T-8 (B).)

Public Announcement of Permit Requirement.

The district forester's formal order designating a special service road should not be made operative until the public has had sufficient time to become familiar with its provisions. Ordinarily, the order should be made effective 30 days after date of issuance. Copies of the order should be posted at all entrances to the designated road, and at the principal entrances permanent wood or steel signs giving a digest of the order may in some cases be necessary. Other means of giving publicity to the designation may obviate misunderstanding and unnecessary friction with unpermitted operators of public conveyances.

Regulation of Rates and Standards of Service.

The absence of unrestricted competition in the use of a designated road creates the need for control by the Secretary of Agriculture over rates and standards of service. Appropriate stipulations to this end should invariably be included in permits authorizing the exclusive use of a special service road for common-carrier purposes. Conditions as to rates of charge, frequency of trips, number and character of vehicles, and provisions for the safety and comfort of passengers should be clearly specified in the permit, or in stipulations appurtenant thereto.

Preferences in Award of Permits.

In awarding a permit to operate a common-carrier system over a special service road, preference will be given to the person, company, or corporation operating, upon national forest land under special-use permit, the hotel, resort, or other utility connected with the natural feature or attraction to which the special service road gives access. In such case, however, the permit should stipulate that it will be effective only in connection with the permit covering the hotel, resort, or other utility, and will become null or void if such permit is transferred, relinquished, or forfeited.

Charge for Permits.

The annual charge for permits of this character shall be based upon the full commercial value of the privilege as determined by the district forester, but if the permittee as a condition of the permit executes a stipulation to perform at his own expense a prescribed part, or all, of the work necessary to maintain the road in good condition according to minimum standards to be fixed by the district forester, the cost of such maintenance work should be considered in fixing the annual charge for the privilege.

POWER PERMITS AND TRANSMISSION LINES

Permits for gas-engine or steam-power electrical plants and transmission lines used solely in connection therewith will be issued under special-use regulations.

Procedure.

Applications, maps, field notes, and report on Form 964 should be required by the supervisor. Maps of transmission lines should be prepared on tracing linen on a scale of not more than 1,000 feet to the inch.

Applications for permits for projects of more than 500-horsepower capacity or involving more than 5 miles of transmission line will be submitted to the district forester for approval.

Special Requirements.

"The permittee shall clear and keep the land clear of all refuse and inflammable substances and observe such other precautions against fire as may be required by the forest officers."

"All timber cut or destroyed in the erection of transmission lines will be paid for at its appraised valuation, and all brush and débris resulting from the cuttings will be disposed of as forest officers may direct."

RAILROADS, TRAMROADS, AND TROLLEYS

Rights of way for railroads are obtainable under the act of March 3, 1899 (30 Stat., 1233), which authorizes grants to railroad companies of rights of way over the public lands to be occupied by a proposed railroad. The map showing the location of the railroad must receive the approval of the Secretary of the Interior; consequently the application must be filed in the proper local land office. (See detailed procedure under caption "Interior Department rights of way.") Form 80 will be used in obtaining stipulations from the railroad company.

Where rights of way are desired for temporary railroads, tramroads, etc., and an easement under the act of March 3, 1899, is not desired, a special-use permit may be granted by the forest supervisor.

Special Requirements.

"The permittee shall clear and keep clear of all inflammable material a strip of land, not exceeding — feet in width on either side or both sides of the center line of the right of way, as may be required by the forest supervisor."

"The permittee shall build new roads and trails, as required by the forest officers, to replace any roads or trails destroyed by construction work upon the said right of way, and shall build and maintain suitable crossings, as required by the forest officers, for all roads and trails which intersect the right of way."

"The permittee shall allow forest officers free transportation when traveling on official business, and shall stop trains at any point to let on or off crews of fire fighters, and shall allow the Forest Service to operate speeders for the proper patrol of the forests adjacent to the track."

Where practicable and applicable a stipulation requiring the use of oil for fuel should be inserted.

RESIDENCES

The use of national forests as places of residence should be especially encouraged if not in conflict with other more important uses or with good administration. A residence occupied under the restrictions imposed by a permit not only reduces the fire risk as compared to transient camping, but makes of the permittee a volunteer fire fighter whose interest in forest problems is increased by reason of close contact with them and financial investment in a forest.

Location.

Care should be taken not to issue permits covering grounds which by long usage have become public camping spots or which will be needed in the future for that purpose, for the demand of campers who do not seek permanent residence is a most important one to consider. Where recreational plans exist all residences shall be allocated in accordance therewith.

Use of Residences.

Residence permits are issued with the intention that the use shall be of a noncommercial nature. Whenever the permittee makes a regular business of leasing or renting the tract its use becomes of commercial nature and it passes into the class of a hotel or resort and should be valued and charged for accordingly. Where a permittee allows the premises to be used by other persons he should clearly understand that he is personally responsible for violation of any of the stipulations of the permit.

Rights of Permittees.

Applicants for residence sites should be advised that permits are not necessary for camping privileges and are required of them only in case they desire to erect some form of building upon the land. In forests where camp-fire permits are required, however, such permits must be secured before camp fires are built upon the land. A residence permit gives the permittee the exclusive use of the tract only when it has been inclosed and structures placed upon it.

Class of Buildings.

In the discretion of the forest supervisor, intelligible plans and estimates of proposed buildings may be required of applicants. Plans will always be required in the case of term permits. Design, rather than cost, will determine the acceptability of the plan. All structures within summer residential areas upon national forest land must harmonize with their environment. In some areas simple log huts are both suitable and adequate; in others, only buildings of good design should be permitted. It would be unfair to a permittee who had erected an expensive and attractive residence to allow an unsightly shack to be placed upon an adjoining tract.

Residence Tracts

Where tracts of land have been classified as suitable for residence purposes under the recreation plan, they may be surveyed, mapped, and laid out as lots, blocks, and groups of lots and blocks, or both. Provisions should be made for roads, trails, water systems, proper sanitation, public camp grounds, and the location of stores, hotels, and other commercial enterprises, so as not to detract from the residence value of other lots. This work should be executed by men qualified by training and experience to establish and adhere to good engineering standards. All plans should be submitted to the district forester for approval. Where there is need of a community water system, or other like utilities, forest officers should endeavor to have them constructed and managed by some individual as a business enterprise, or by the permittees themselves under the provisions of Regulation L-4. Where this fails the facts should be reported to the district forester.

Supervision of Residence Tracts.

Permittees in large residence tracts should be encouraged to organize under Regulation A-9, for their own benefit and control. Forest officers will aid in the maintenance of order and the prevention of nuisances.

Special Requirements.

Standard sanitation clauses.

"Barbed wire may be used in inclosing the lands occupied under this permit only by special arrangement with the officer issuing the permit."

"Construction work to be done in accordance with specifications to be approved by the forest supervisor."

"Not to exceed one residence building shall be constructed upon the tract involved. No buildings shall be allowed beyond building line where one is established."

"No water rights accrue under this permit. Any surplus of water on this lot over the domestic needs of the permittee shall be supplied free to permittees of near-by lots, provided that there is scarcity of water on said lots. Should a well be developed on the lot, substantial curb and cover should be provided and the well shall be kept covered at all times. If the use of the well is allowed to other permittees no charge for this use shall be made other than an amount sufficient to pay pro rata cost of installing and maintaining the well."

"The permittee shall fully repair all damage other than ordinary wear and tear to roads and trails in the national forest caused by him in the exercise of the privilege granted by this permit."

"In case of violation of the fish and game laws of the State, while residing on this summer-home site, this permit will be revoked."

"The use of this lot for any commercial or other purpose except as a residence will be cause for revocation of permit."

"All buildings must present a neat appearance and be so constructed as not to interfere with the use and enjoyment of adjoining lots."

"The permittee shall clear and keep clear the premises of all inflammable brush, undergrowth, and other débris, but shall burn no débris without consent of a forest officer."

"All camp fires shall be extinguished before being left."

"Disorderly or otherwise objectionable conduct by the permittee or those occupying the premises with his permission shall, upon proof thereof, be cause for revocation of the permit."

(In communities or special-use town-sites.) "No stock under permittees' control shall be allowed to roam at large."

(Where fire danger is great.) "Hoods shall be placed over the outlets of all chimneys."

"The permittee shall build no fires in the open."

RANGE IMPROVEMENTS

See Regulation G-15.

ROADS AND TRAILS

See Regulation L-7. Before issuing a permit for the construction of a road which in part will cross land privately owned or claimed, it should be determined whether the road is likely to be of such value to the public or to the Forest Service as to justify precautions against the possible closing of the portions within the alienated lands. If it appears desirable the advice of the district assistant to the solicitor should be secured as to the necessary steps to insure a right of way to the public and to the service across such lands, either in perpetuity or for a specified period, as the conditions warrant.

Free Use of Materials for Public Roads.

The supervisor may, in his discretion, permit the free use of earth, stone, sand, and gravel for the construction or repair of roads or trails when such roads or trails are a public benefit. (For regulations respecting the free use of timber for roads see Regs. S-24, S-25, and S-26.)

Closing Cases.

When the construction of a road or trail covered by permit is completed, and conditions of permit have been met, the supervisor should close the case, but in notifying the permittee of this action should advise him that he retains the privilege of maintaining the project without further permit.

Special Requirements.

"This road (or trail) shall be open to free use of the public at all times."

"The permittee shall dispose of the brush and refuse resulting from the construction and maintenance of this road (or trail) in such manner as the forest officer may direct."

"The permittee shall build suitable crossings for all existing roads and trails which may intersect this right of way."

SAWMILLS

Charges.

Mills sawing timber obtained principally from national forest land will be granted free permits, but whenever one operating under a free permit ceases to meet this condition the permit should be amended so as to provide for a charge. Permission to operate mills in connection with the purchase of national forest timber may be granted either by the terms of the timber sale agreement or by regular special-use permit.

Bonds in Sawmill Cases.

When there is danger from fire or from stream pollution the supervisor may require bonds as follows: Little danger, \$300; considerable danger, \$500; great danger, \$1,000.

General Requirements to Go in All Permits.

Standard sanitation clause.

"The permittee shall clear and keep clear of brush and other ground cover all lands embraced within the mill yard and an additional strip of 100 feet in width beyond the marginal limits thereof."

"From ——— to ——— of each year spark arresters satisfactory to the forest officers will be maintained on the stacks of all steam boilers in use, except where this requirement is waived by the written consent of the forest supervisor, which will be obtained in advance."

"Sawdust, slabs, edging, and refuse shall be disposed of as directed by forest officers; and if not burned, shall be piled or stored at points where minimum danger of stream pollution or fire will result."

"All camp buildings and structures shall be located in a manner satisfactory to the forest officers."

Special Requirements.

"The permittee shall dispose of all sawdust, slabs, and other mill refuse in the following described manner: -----"

(Describe method.)

"At least ——— feet of hose shall be kept at the mill to be used for protection against fire."

"The permittee shall, upon request, do logging and sawing for and supply lumber to the Forest Service at the lowest price given to any customer."

"The permittee shall do sawing in all free-use cases for a charge reasonable in the judgment of the supervisor."

(In free sawmill permits.) "This permit is granted free of charge under Regulation L-2 (G) with the understanding that 75 per cent or more of the timber sawed will be purchased from national forest lands. In the event that the percentage of timber from national forest lands regularly sawed in the mill falls below 75 per cent this permit will terminate and become void and a new permit on a charge basis must be secured."

SLAUGHTERHOUSES

Slaughterhouses required to meet the needs of local stock growers and consumers may be allowed under paid permit. Care should be taken to guard against establishments which will facilitate the illegal killing of livestock. Location in close proximity to heavily traveled roads should be avoided if practicable. Compliance with the sanitary and livestock laws of the State should be required.

Special Requirement.

Standard sanitation clause.

"The permittee shall dispose of all offal and refuse in such manner as the forest officer in charge may direct."

"The permittee shall observe all Federal, State, county or municipal laws, ordinances, or regulations relating to meat inspection and the operation of slaughterhouses."

TELEPHONES, TELEGRAPH, AND TRANSMISSION LINES

Rights of way for telephone and telegraph lines and for power transmission lines when the power is generated entirely from sources other than water power are obtainable under the act of March 4, 1911 (36 Stat. 1253). This law authorized the Secretary of the department having jurisdiction over the lands affected to permit their use for such purposes for a period not exceeding 50 years. The right of way is restricted in width to a strip of 20 feet on each side of the line. The application for a right of way under this law should be filed with the proper forest supervisor and should be accompanied by a map in duplicate on tracing linen showing the location of the proposed line which should be properly tied in to section corners of the public-land survey whenever possible. The usual report on Form 964 should be made by the forest supervisor and the whole record forwarded to the district forester who may require the applicant to execute such stipulations as he considers necessary for the protection of national forests interests. These stipulations should provide for such free-use privileges as are contemplated by Regulation L-2. After the desired stipulation is obtained the record will be forwarded to the Forester in order that the indorsement of the Secretary of the Agriculture may be placed on the map which constitutes the final step in granting the right of way. One of the maps bearing the Secretary's indorsement will be sent to the permittee which will constitute his permit; the other will be retained in the files of the district forester. Blueprint copies should be furnished the supervisor and ranger.

In many instances parties desiring to construct telephone or telegraph lines will not care to go through the formality necessary to secure a right under the act of March 4, 1911, and will be satisfied with a supervisor's special-use permit. In such cases the permit may be issued by the supervisor but should provide for the privileges contemplated by Regulation L-2, if issued without charge.

Permits Necessary.

All telephone and telegraph lines crossing national forest land for which easements have not been secured, must be covered by special-use permits. If issued with provision for free use and free connection by the Forest Service no charge will be made. Permits to companies, with which the service has a general telephone agreement, as provided in the "Administration" section of the manual, should state that the permit is granted subject to the conditions of the agreement.

In infrequent cases where the privilege of free use of and free connection with the line would be of no value to the Government and would not be exercised if granted and where a charge is not inconsistent with a general telephone agreement, a paid permit may be required under the provisions of Regulation L-3.

Telephone Lines on County Roads.

Permits or rights of way are necessary for all telephone lines along county roads crossing national forest land. Telephone companies must, of course, secure the consent of the county authorities for the construction of these lines, but the county's title and interest is only that of a right of way, while the fee in the land remains in the United States.

Special Requirements.

"The permittee shall allow forest officers the free use of the line for official business to the nearest switchboard or exchange outside of the forest."

"The permittee shall allow the Forest Service to make connections with the line free of charge, and shall charge no toll for any messages over connecting lines built or maintained by the service."

"The permittee agrees that the Forest Service shall have the privilege, free of charge, of stringing a metallic circuit telephone line upon its poles upon that part of the right of way embraced within the boundaries of the forest or to the nearest point of connection with a commercial telephone line adjacent thereto."

"The permittee shall string wires at a minimum height of 10 feet above the ground and at all road and trail crossings at least 14 feet above ground."

"The permittee shall remove wires, or otherwise dispose of them to the satisfaction of the forest officers, in case of abandonment of line."

"Whenever the line crosses an existing telephone line such crossings shall be made in a manner satisfactory to the forest officers."

"If the operation of the line decreases the efficiency of or renders useless any existing telephone line, the permittee will at his own expense remedy the condition to the satisfaction of the forest supervisor."

"The permittee shall pay the standard switching or toll charges upon all calls involving connection with commercial lines."

Where private lines connect with Forest Service lines at service exchanges, stipulation should be made for proportionate reimbursement of operator by permittees.

WATER DEVELOPMENT

Stock Tanks.

Permits for the construction of stock-watering tanks may be issued free of charge to grazing permittees or to owners of exempt stock provided that all stock grazed under permit upon the range are allowed access to the water.

The inclosure of not more than 40 acres in connection with the watering place may be allowed under Regulation L-2 (F) when necessary for the protection of the range but the water must be made available for use of all exempt stock and for all stock grazed upon the range under permit.

If inclosure is allowed for the exclusive use of the permittee, regular pasture charge will be made.

Special Requirements.

"The permittee shall keep the stock tank in such condition and repair that it will not be a menace to stock watering there."

"This permit shall be without effect except in connection with a grazing permit or the use of exempt stock."

"This permit is granted, and accepted with the understanding that the stock tank shall remain intact after the expiration of the permit and shall become the property of the United States."

Domestic or Municipal Water Developments.

Springs and other sources of water supply may be improved and developed for domestic and municipal purposes, and the entire supply may be so used when this is clearly the highest use to which it can be put. Any surplus water above what is required for the needs of the domestic or municipal user must be left free for other purposes.

A reasonable amount of land surrounding the source of supply, to be determined by the forest supervisor, may be inclosed to prevent contamination.

Wells.

Where for any purpose wells are sunk under permit, the permit should specify that in case of abandonment by the permittee the surface improvements, like windmills, etc., may be removed, but that subsurface improvements, such as walls and casings, shall become the property of the United States.

MANAGEMENT OF MUNICIPAL WATERSHEDS

REG. L-11. When necessary for the protection of water supplies of towns, cities, or irrigation districts, the Secretary of Agriculture will enter into formal agreements with the properly authorized officials of the town, city, irrigation district, or private corporation, or with the owners of privately owned lands within the watershed, to restrict the use of the national forest lands from which the water supplies are derived. The forms of use to be restricted, the nature and extent of the restrictions, the special protective measures which may be necessary or desirable, the assistance to be given the Forest Service in the enforcement thereof by the town, city, district, private corporation, or owners of land, and the payments, if any, which shall be made to compensate the United States for losses of revenue resulting from the restrictions, will all be clearly and specifically defined in the agreement.

Special Uses on Municipal Watersheds.

It shall be the duty of every forest officer before granting a permit for any use of the national forests on water sheds supplying municipalities to consider its effect on the water supply and, when necessary, to incorporate in the permit or contract stipulations which will afford protection from possible injury.

Cooperative Agreements.

To insure the sufficiency and purity of the water supply of a municipality or of an irrigation district, or to prevent floods and snowslides, the use of watersheds for grazing, timber, special uses, or settlement will be especially restricted by the Secretary when such restriction is necessary.

Applications for such restrictions should be made to the forest supervisor by city authorities or by petition of associations or interested citizens. The supervisor will submit a complete report upon the application, paying particular attention to the need and reasonableness of the restrictive measures requested, and the effect which the proposed restrictions will have upon established industries. The loss of revenue which will result from the restrictions should also be reported.

If the applicants do not desire a specific agreement the district forester may, if he considers the restrictions justifiable, issue the necessary instructions to the supervisor. If, however, the district forester considers the proposed restrictions unjustifiable, he will forward the papers to the Forester, with a full report of his reasons for not granting the request.

When the applicants desire a definite agreement the district forester will forward all papers and his report to the Forester. All agreements for restriction in the use of forest resources to protect water supplies will be signed by the Secretary.

If special protective measures, such as the construction of fences, fire breaks, or other works, or the appointment of additional patrolmen will be required, a stipulation should be inserted in the agreement defining the assistance to be given by the parties benefiting from the restriction of use.

The agreement should be prepared in quintuplicate in accordance with forms or outlines drafted or approved by the district forester or Forester. After execution by the proper representative of the applicants the agreement will be submitted to the district assistant to the solicitor for approval of the legal execution.

Resolutions of city council or governing authority of the city authorizing the signing of this agreement by the city's representatives should accompany the agreement.

Instructions to Carry Out Terms of Agreement.

When restrictive measures have been agreed upon between the Forest Service and municipalities or other applicants, the district forester will issue definite instructions to the supervisor, in regard to the manner in which the restrictive or protective measures will be put into effect. Areas within which restrictive measures are operative should be recorded on maps in both the district forester's and the supervisor's offices.

WILD HAY

Charges.

The minimum charge shall be 25 cents per acre and not less than \$2 for any permit.

Preference Applicants.

In issuing permits to cut hay, preference should be given those applicants who actually need the hay for their own use rather than those who contemplate selling it to others.

GENERAL PROCEDURE IN ISSUANCE OF SPECIAL-USE PERMITS

Applications.

Applications for terminable permits may be made orally or in writing, as required by the supervisor. Term-permit applications must be in writing and should state the character and approximate cost of the improvements contemplated. With an application for a hotel, summer resort, residence, or sawmill, plans, elevations, and specifications of the proposed structures and ground plans showing proposed layout may be required in the discretion of the supervisor. Forest officers should assist in preparing applications and advise applicants of the probable terms of the permit, but should also tell them that it is within the discretion of the supervisor, district forester, or Forester to modify those terms.

Special-use permits should not be referred to as leases. The only leases are those under the act of February 28, 1899.

REPORTS

Ranger's Report.

The supervisor will, upon receipt of an application, require from the ranger a report upon Form 964, except—

1. Where the land has been previously reported upon.
2. In cases involving free occupancy for agricultural purposes of lands which have been examined and favorably reported on under the act of June 11, 1906. In this case the settlement report and map will be deemed sufficient, but a reference to it should be made in the special-use case.
3. When the supervisor believes it desirable in connection with an application to survey and report upon a tract, block, or group of summer home sites and a more detailed and complete report is required than that made for individual cases on Form 964.

Report on Timber to be Cut or Destroyed.

When a use involves the cutting and destruction of timber the timber settlement procedure set forth in the forest management section of the manual should be followed in detail.

Surveys of Special-Use Areas.

When the use is of minor importance and is in a locality where survey lines or corners are either unknown or difficult and costly to locate and there is no doubt as to the ownership of the land, forest officers should avoid expensive surveys in order to determine the exact locations with reference to legal subdivisions. When an accurate survey is required, the instructions for term-permit surveys should be observed.

Report on Term-Permit Applications.

Except where the land has been surveyed and reported upon in a general report, the supervisor will cause a report to be made on Form 964 and a survey to be made by a forest officer of the land which is desired and which the applicant may be allowed to use. Whenever possible a forest officer should examine the land in company with the applicant, so that there will be no misunderstanding as to the land that is wanted. The examiner's report should include a recommendation as to the amount of the annual charge and his reasons therefor. In reporting on applications for hotels or resorts he should also state what he knows about

the financial ability of the applicant to carry out his plan and the location of the hotel and resort with respect to other like places, as well as any other fact which would be of assistance to the granting officer in acting on the application. Where plans contemplate unusually heavy expenditures, or there is competition for the use, an applicant's assets and liabilities should be determined by judicious inquiry.

Special Reports on Recreation or Summer Home Areas.

Recreation uses are increasing so rapidly on many forests that it is found necessary to survey, plot, and mark on the ground in advance of application, lots, blocks, and groups of blocks suitable for summer home and resort permits. Since permits may be issued in such areas under a term permit or an ordinary special-use permit, it is desirable that the work be carefully done. Surveys of such tracts should be made in accordance with the instructions for term-permit surveys.

If all the essential facts relating to an area are discussed comprehensively in one general report, it will not be necessary to submit further reports upon the specific tracts for which applications are received. The general report should, therefore, discuss all details or questions pertinent to the use of the area for which an eventual need can be foreseen. In preparing such a report, attention should be given to the suggestions under the heading "Detailed plan of land use" in the "Recreation" chapter.

Reports of this character should be prepared on large sheets in the form now used for land classification reports. The reports and accompanying plats or maps should be bound in an atlas binder. From time to time as other tracts of this kind are laid out the reports should be included in this binder, and by use of a forest proclamation diagram as an index map a valuable special-use working plan of the forest will in time be built up.

Maps.

Maps need not be prepared unless specifically required by the supervisor. Since conflicts are determined by field examination rather than from the record and maps, the latter, except in the case of term permits and the more important and larger uses, are of little value. For large, important uses accurate and detailed maps may be required of applicants. For the ordinary case rangers should use either atlas or United States Geological Survey sheets or Forms 878 or 878a in preparing their maps, and the care with which they are made should be regulated by the purposes to be served. Where there is need of careful work it should be done, but artistic maps are unnecessary. For all term permits and for the more important terminable permits, especially where summer-home and summer-resort tracts are concerned, the instructions for making term-permit survey maps should be followed.

Marking Boundaries.

Whenever the land to be occupied will not be inclosed, the field officer should mark the boundaries, if practicable, in order to avoid disputes. Such marking should preferably be done by setting corner stakes or stones rather than by blazing trees. All residence and resort sites should have permanent boundaries and corners.

In the case of term permits or where accurate boundary marking is necessary, the instructions for making term-permit surveys should be observed.

Reference to Reclamation Service.

If a special-use permit, other than a permit for a stock tank, involves the storage or diversion of water within a watershed forming part of the drainage of a Reclamation Service project, the supervisor will ascertain from the proper project manager of the Reclamation Service whether the proposed storage or diversion will interfere with any plans of the Reclamation Service. No permits will be issued which are objectionable to the Reclamation Service. District foresters will inform the supervisors in their respective districts of watersheds in which the Reclamation Service is interested. This procedure is unnecessary when rights of way are sought through the Department of the Interior.

REJECTION OF APPLICATIONS

If the supervisor rejects a special-use application, he will at once inform the applicant by letter, stating the reason for rejection, and notifying him that he is allowed a reasonable time from date of notice to file with the supervisor a request for a review by the district forester of the action taken. If no petition or application for review is filed within the time stated the case will be closed.

As a general rule dependence should be placed upon the stipulations in each permit to prevent damage to the forest, and a bond should be required only when the permittee needs a continuous warning of the danger to the forest. When a bond is required Form 377, with appropriate changes in wording, should be used. After execution and before approval the bond and permit should be forwarded to the district forester for review. (See general instructions under Reg. S-12.)

PREPARATION AND ISSUANCE OF PERMITS

Terminable Permits.

Except as otherwise provided by the regulations, all special-use permits will be issued by the supervisor, who may, with the approval of the district forester, delegate part or all of his authority to issue special-use permits to specifically designated district rangers.

Free special-use permits will be issued, one "original," one "duplicate," and one "ranger's copy," immediately upon the approval of the application. In the case of a charge permit, upon the approval of the application, a letter of transmittal (Form 861-L) in duplicate will be prepared and the original sent to the applicant with notice that the permit will be issued when the payment is received. When advised that payment has been received, the supervisor will record the payment on Form 619, or by such other method as the district forester may authorize, and will prepare the permit on Form 832 in triplicate, one copy to be stamped "Original," one "Duplicate," both signed by the issuing officer, and one "Ranger's copy." The original will be sent to the permittee, together with the "paid" Form 861-L; the "duplicate" permit and the "duplicate" Form 861-L will be retained by the supervisor, and the "ranger's copy" will be sent to the district ranger.

Permits issued by rangers will follow the same procedure, except that the third copy will be marked "Supervisor's copy" and forwarded to the supervisor, who thereafter will maintain the records and make the collections required in the case.

Minor amendments to outstanding permits may be made by notification by letter.

Permits for Two or More Related Uses.

A single permit may be issued to cover two or more related uses, as "cultivation and pasture," "residence and garage." Such permit should be given the designation of the principal use only, but the areas and fees should be calculated separately in conformity with the provisions of Regulation L-3. Care should be taken to use uniform designations, so far as possible, in issuing all permits.

Term Permits.

Term permits should be prepared on Form 854, with three carbon copies for district forester's permits and four carbons for forester's permits. When the approved permit is sent to the permittee, it should be accompanied by a copy thereof to be dated and signed by him and returned to the forest supervisor.

As in the case of terminable permits, the first payment must be made before permit is effective.

PAYMENTS AND REFUNDS

Annual Payments.

Permits will provide that after initial deposit is made, annual payments shall become due on the first day of January each year, except for the purchase of gravel, hay, and other resources, which may be made payable on any date, and for apiaries, where the annual payment will be due May 1.

The initial payment on a permit will cover the period from date of request to December 31, and will be proportionate to the annual charge, except where the use is seasonal in character and a full season's use will be secured following issuance of permit, in which event a full year's charge should be made.

Unless a permit is issued on the first day of a month, the payment will date from the first day of the following month.

Where unauthorized use of the land was made prior to the issuance of a permit, and such action is not treated as a trespass, payment may be required to cover that period.

Where charge permits are relinquished in favor of another or are transferred, the unearned rental may be applied on the new permit in the discretion of the issuing officer.

Records and Notification of Annual Payments.

The supervisor will issue all notices and requests for annual payments. In every case the permittee will be notified on Form 861-L one month before payment is due. If the payment has not been received 15 days after it is due, a second notice will be sent notifying the permittee that the permit will terminate if the payment is not received within 15 days of the date of the second notice.

REFUNDS

Refunds Policy.

Generally speaking, money not due the Government, or paid on account of a permit canceled through no fault of the permittee will be refunded provided the United States has suffered no damage, but refunds of \$1 or less will not be made unless requested by the permittee. For procedure for handling refunds see "Fiscal and accounting" section of the manual.

CLOSING SPECIAL-USE CASES

Upon the termination or revocation of a special-use permit the case will be closed and the records transferred to the inactive files. The permittee will be advised of such action, carbon copies of the notice to be sent to all forest officers concerned. The conditions under which permits are terminated or revoked are as follows:

Special uses discontinued or abandoned by the permittee may be terminated as soon as the discontinuance or abandonment is definitely established by the supervisor.

Cases where the permittee voluntarily relinquishes or requests the closure of the permit, may be terminated upon receipt of notice of relinquishment or request for closure.

Cases in which payment is more than 30 days overdue may be terminated, provided the permittee has been duly notified of the delinquency of payment as required under "Record and notification of annual payments."

Cases where the initial requirements as to construction or occupancy have not been met within the period prescribed by the permit may be terminated if and when the permittee, after due notice from the supervisor, has failed to submit facts justifying an extension of time or waiver of permit requirements. The closing of a case under such circumstances will require a refund of the unearned part of any fee which has been paid.

Permits which run for a certain period of time automatically terminate upon the expiration of the period.

Permits on land which is eliminated expire automatically on the date of the elimination and should be terminated upon the elimination of the land. See "Elimination of lands covered by special-use permits" under "Boundaries."

Permits contemplating the accomplishment of a certain object should be terminated upon the completion of the work.

Permits superseded by subsequent grants of Department of Interior easements or rights of way terminate upon the date grant is approved.

Permits covering continuous uses such as reservoirs, etc., should be terminated upon the discontinuance of the use.

Free cultivation permits should be terminated when notice is received that the land is open to entry. The use of lands opened to entry, but not entered, will be allowed under a charge permit only.

Permits which are revoked should be closed under instructions from the officer revoking the permit.

Revocation of Permits

A permit should be revoked instead of terminated, when there has been a violation of the terms of the permit either separate and apart from, or in addition to, the reasons hitherto given as sufficient only for the termination of a permit. No permit should be revoked by any forest officer without first giving the permittee a reasonable opportunity to show cause why the proposed action should not be taken.

Supervisor's permits may be revoked only by the district forester, and district forester's permits may be revoked only by the Forester. Where revocation appears necessary, the supervisor will forward the files and report the case to the district forester who will take the necessary action. In cases involving the revocation of a district forester's permit, the entire file will be forwarded to the Forester for action.

Ownership of Improvements Where Permit Revoked.

If improvements have been erected upon the land, the supervisor, in recommending revocation of permit, will also recommend the period which should be allowed the permittee within which to remove the improvements. If revocation is ordered, the supervisor in advising the permittee of that fact, should specify the definite date upon which all structures or other improvements must be removed, with the caution that if the improvements are not removed by the date set they will become the property of the Government.

ANNUAL REPORT

Supervisors will include in their statistical report (Form 446) to the district forester, due on January 15, a statement of the special-use work on their forests for the preceding calendar year. This will include all permits issued under any laws.

DEPARTMENT OF INTERIOR RIGHTS OF WAY EXPLANATIONS

Stipulations to Protect National Forests.

The regulations of the Department of the Interior require that all applicants to that department for rights of way in national forests shall enter into such stipulations and execute such bonds as the Forest Service may require for the protection of the national forests. The easements, however, are not subject to reservations.

Applications Referred to District Forester.

All such applications, when received from the General Land Office at Washington, will be referred by the Forester to the proper district forester in order that he may, before recommending the approval of the right of way, require the applicant to file such stipulations and bond, if any, as may be necessary to protect national forest interests.

Applications Affecting Unsurveyed Lands.

The following regulation relating to applications under the act of March 3, 1891 (26 Stat. 1095), for irrigation rights of way affecting unsurveyed national forest lands, was approved by the Secretaries of the Interior and Agriculture on November 5, 1914.

(1) On the filing of maps involving unsurveyed lands within national forests the General Land Office will inform applicants that the maps are accepted for filing for general information, but that such acceptance gives no rights upon the ground so long as the land remains unsurveyed; that the Secretary of Agriculture holds that it is necessary to secure a permit before construction can be commenced upon the national forests; and therefore, a copy of the map has been transmitted to the Forester of the Department of Agriculture, who will take action upon the application.

(2) The Forest Service will accept the map so transmitted as an application for a permit to occupy and use, pending survey, the land indicated upon the map and will forward a copy of the map to its field officers with instructions to issue a permit for the lands applied for, unless there should be good reasons for disapproving the application. Upon issuance of permit a copy thereof will be forwarded to the General Land Office as information of action taken by the Department of Agriculture and in order to clear the record of the General Land Office.

The subsequent granting of the Interior Department right of way supersedes and terminates the permit issued by the Department of Agriculture.

PROCEDURE

Error in Place of Filing.

An application filed in error with the Forester, district forester, or supervisor will be returned to the applicant for filing in the proper local land office.

Initial Action by Forester.

When the Forester receives the map of application from the General Land Office he will make three prints and return the original with an appropriate letter. He will then send to the district forester the prints and three carbon copies of his letter to the commissioner.

Initial Action by District Forester.

Upon the receipt of the prints and carbons, the district forester will forward two copies of each to the supervisor and retain one copy of each for his own files.

Action by Supervisor.

Upon receipt of the prints and carbons, the supervisor will forward one copy of each to the ranger, will cause an immediate field examination to be made, if practicable, and will report with recommendations to the district forester on Form 964. This report should include a statement of such timber within the right of way as will be cut or destroyed and when necessary the timber settlement procedure set forth in the Forest Management section of the Manual will be followed. When it appears to the supervisor that the right of way applied for will be used in connection with the development of water power or may conflict with such development, he will recommend to the district forester that a field examination be made by the district engineer. Department of Interior cases need not be referred to the supervising engineer of the Reclamation Service.

District Engineer's Examination.

If in the judgment of the district forester a field examination by the district engineer is necessary, he will cause such examination to be made. In such cases the district engineer will make a field examination of the project and collect all the data bearing upon the case that may be necessary and available. Whenever practicable the supervisor will cooperate in making this examination.

If the right of way is to be used for a railroad the district engineer should determine whether in his judgment the road, if built, will cross reservoir sites of special value or those likely to be needed in the near future, or will interfere with power or other development already projected. In such cases the district engineer should report whether the power or other use is so immediate or so important as to justify the department in recommending to the Secretary of the Interior that he require a relocation of the line before approving the application.

If the application is for an irrigation right of way under the act of March 3, 1891, or for municipal or mining purposes under the act of February 1, 1905, the opportunity for the use of the right of way for other purposes, especially for the development of power, should be carefully investigated,

District Engineer's Report.

After the completion of the examination and the collection of data, the district engineer will submit to the district forester six copies of a report on the project, describing it in detail and giving the results of his examination. If the application is under the act of March 3, 1891, or February 1, 1905, the report should state the amount of water to be used and the locality where used. If the development of power is contemplated or is possible, a careful estimate should be made of the amount of power capable of development, whether if developed it will be used commercially or otherwise, and the comparative value of the right of way if used as applied for, or if used for the development of power. The report should contain recommendations, with a full and concise statement of the reasons for the approval or disapproval of the application. Copies of the report will be sent to the supervisor for his and the ranger's files.

District Forester's Action on Favorable Report.

If upon the showing made in the report of the supervisor or the district engineer the district forester believes the application should be approved, he will prepare six copies of a stipulation using Form 80 or 81 as may be required, forwarding four copies to the supervisor, the original for execution by the applicant, the other three for the applicant's, supervisor's and ranger's files. Upon the receipt of the executed stipulation he will submit it to the district assistant to the solicitor for approval as to its form and execution, and when approved the district forester will prepare a letter to the Secretary of the Interior for the signature of the Secretary of Agriculture, reporting favorably upon the application, and will forward it, together with the executed stipulation and two copies thereof, for the Department of the Interior, the supervisor's report, and the correspondence file, to the Forester.

Special Conditions.¹⁵⁵

Where an application contemplates the erection of a dam exceeding 20 feet in height or the storing of water in excess of 1,000 acre-feet, the following conditions should be inserted in the stipulations which the applicant is required to execute:

"To file, in advance of any construction, with the Forest Service such plans and designs of all proposed dams or other appurtenant water structures as may be required by the district forester.

"To begin no construction until the plans of the proposed structures have been approved by the district forester.

"To make such repairs in the dam or other appurtenant water structures as may be required by the district forester."

District Forester's Action on Unfavorable Report.

If upon the showing made in the reports of the supervisor and the district engineer or upon his own knowledge of the case, the district forester believes that the application should not be approved, he will not prepare the stipulation for execution by the applicant, but will forward the reports, recommendations, and other papers as in the case of a favorable report. He will also prepare and forward with the other papers a letter for the signature of the Secretary to the Secretary of the Interior, stating the grounds upon which the unfavorable action is recommended. If, however, the application is not approved only because it appears to have been made under the wrong act and not to the wrong department, as for instance an application made under the act of March 3, 1891, instead of the act of February 1, 1905, the district forester will prepare the stipulation as in a favorable report, present it for execution by the applicant, and transmit it with the other papers.

Final Action by Forester.

After the recommendation has been made to the Department of the Interior the Forester will return all the papers in the case to the district forester. When the Forester receives notice from the General Land Office that a right of way is finally granted or denied, or that proof of construction has been filed, he will forward such notice to the district forester, who will inform the supervisor.

Action by District Forester on Applications Affecting Unsurveyed Lands.

On receipt of the usual supervisor's and district engineer's reports, if one should be required from the latter, the district forester will determine whether the applicant should be given a special-use permit authorizing the use of the right of way described in the application. Special attention should be given to the question whether the right of way is to be used for hydroelectric power development or could interfere with such development. Should he decide to take favorable action a special-use permit will be issued by him. Seven copies of the permit should be made—1 for the district forester, 1 for the permittee, 1 for the supervisor, 1 for the ranger, 1 for the Forester, and 2 for the Commissioner of the General Land Office. No charge will be made for this permit. If the district forester believes no permit should be granted, he should so inform the Forester and give his reasons for his recommendations.

Status Records.

When notified of the granting of right of way by the Department of the Interior, the supervisor will make proper notation thereof in his status records and advise the ranger of the approval of the maps.

BREACH OF STIPULATIONS

Action by Supervisor.

In case of breach of the stipulations required by the Department of the Interior, on the recommendation of the Secretary of Agriculture, as a condition for the granting of rights of way in the national forests, the supervisor will make a full report of the facts to the district forester.

Judicial Action Necessary.

Legal proceedings may be necessary to compel the grantee of rights of way to comply with the stipulations agreed to as a condition to the grant. Such proceedings will be under the direction of the Attorney General of the United States upon the recommendation of the Secretary of the Interior.

Action by District Forester.

In case of such a breach of stipulation by the grantee of the right of way, the Department of Agriculture will report the facts to the Department of the Interior by a letter to the Secretary of that Department, prepared by the district forester in cooperation with the assistant to the solicitor, for the signature of the Secretary of Agriculture, accompanied by all reports or other information bearing on the case.

FORFEITURE OF GRANTS

If rights of way acquired under any of these acts are used for any purpose not specifically provided by the granting act, that fact should be reported immediately.

Judicial Action Necessary.

Legal proceedings are necessary to secure the forfeiture of rights of way unless a relinquishment is obtained. Such proceedings will be under the direction of the Attorney General of the United States upon the recommendation of the Secretary of the Interior.

Action by Supervisor.

The supervisor will report the facts to the district forester when construction work is completed, and if not completed within five years from approval of map will report that fact. When the rights of way are being used for purposes not authorized by the act, as where a right of way secured under the irrigation right of way act is not used for the main purpose of irrigation but for generating power for sale, the supervisor will report the facts.

Action by District Forester.

In case of misuse or nonuse of rights of way amounting to easements in the national forests, the Department of Agriculture will report the facts to the Department of the Interior by a letter to the Secretary of the Interior prepared by the district forester, in cooperation with the district assistant to the solicitor, for the signature of the Secretary of Agriculture, accompanied by all reports or other information bearing upon the case.

Report of District Engineer.

When misuse of rights of way is involved an examination should be made by the district engineer, whenever in the judgment of the district forester such examination is desirable. The report should set forth the character of the misuse and such other facts as would be presented in a report upon an original application. The report will be in duplicate and one copy will be sent to the supervisor for his files.

LAND CLASSIFICATION

Land classification, as an activity of the Forest Service, will include all work relating to the classification of lands under the act of August 10, 1912, the listing of lands for homestead entry ("Settlement"), boundary changes, creation of national monuments, and reserved sites.

Lands within the eastern national forests, purchased under the provisions of the act of March 1, 1911, are not subject to entry under the homestead laws and are classified as chiefly valuable for forest or watershed purposes at the time their purchase is approved by the National Forest Reservation Commission. Consequently, the discussion of classification herein set forth is inapplicable to such lands.

The national forests were created primarily to insure continuous supplies of timber for the use and necessities of citizens of the United States, and favorable conditions of streamflow. It was impossible, in establishing their boundaries, to exclude all lands of agricultural value, owing to the presence of small cultivable areas, along streams and elsewhere, surrounded by large bodies of rough land covered by forest growth chiefly valuable for forest purposes. To provide for the elimination from the forests of such small tracts, Congress enacted the law of June 11, 1906 (34 Stat. 233), which authorized the Secretary of Agriculture, on application or otherwise, to list with the Secretary of the Interior, for homestead entry, lands within the national forests chiefly valuable for agriculture and not needed for public purposes which might, in his opinion, be occupied for agricultural purposes without injury to the national forests. This law is frequently referred to as the forest homestead act. Under its provisions many tracts have been examined and listed for homestead entry.

Experience demonstrated, however, that the segregation from the national forests of lands of this character and their opening to homestead entry required more systematic procedure, consequently Congress, by the law of August 10, 1912 (37 Stat. 269), directed the Secretary of Agriculture to select, classify, and segregate, as soon as practicable, all lands within the boundaries, of national forests that should be opened to settlement and entry under the homestead laws applicable to national forests.

The authority conferred by law to examine and ascertain the location and extent of lands within permanent or temporary national forests which are chiefly valuable for agriculture, and which can be occupied for agricultural purposes without injury to the national forests and which are not needed for public purposes, to the end that they may be listed with the Secretary of the Interior for opening to settlement and entry under the homestead laws applicable in the national forests, is vested in the Secretary of Agriculture.

CLASSIFICATION

REGULATION

REG. L-12. New areas of public lands added to the national forests will without delay be classified in accordance with the requirements of the act of August 10, 1912 (37 Stat. 269).

INSTRUCTIONS

Classification of Lands Added to Forest.

The supervisor of a forest to which lands have been added by act of Congress or Executive order will proceed promptly to examine such lands with a view to their classification under the act of August 10, 1912. The method of examination and character of the reports and maps required shall be as provided in the principles and procedure governing classification work. The reports and maps must present comprehensively and in detail all facts and conditions which should be known to the Secretary at the time he acts upon the classification.

Requirements of Classification.

The following requirements will be observed in classifying for homestead entry lands which have been set aside for national forest purposes:

1. They must be of greater permanent value for agriculture than for timber production or water-shed protection, the primary purposes for which the national forests were created.

2. Their use for agriculture must have a sound economic basis; that is, their acreage and soils must be such as to afford the reasonable presumption that under the growth conditions controlling their use they will produce crops sufficient in quality and quantity to justify the cost of the labor, equipment, and implements, required to bring them into and permanently maintain them in a state of cultivation.

3. Their occupancy for farming purpose must not injure the national forest by unduly increasing the hazard of protection, the difficulties of administration, or the obstacles to proper economic utilization of all the resources of economic importance upon tributary national forest lands.

4. They must not be needed for public purposes such as national monuments, administrative sites, public camping grounds, municipal water supply, reclamation works, or quasi public use like water and irrigation developments.

Procedure.

The field work incidental to the classification of national forests lands will be performed largely at the time lands are examined for addition to the national forests through proclamation, legislative enactment, or land exchange. It is important that the work be actually done or supervised by officers experienced in determining agricultural land values. The factors on which the classification is based must be clearly stated, as the reasons for all conclusions must be clearly presented to the Secretary of Agriculture when he finally approves the recommendations and classifies the lands. Invariably the work must be done in such a way and the facts so stated that one who is entirely unfamiliar with the locality may ascertain at any time the particular physical conditions relating to any specific tract.

In determining the value of each tract consideration should be given to the following factors:

- (1) The type, quality, depth, and area of soils which would produce agricultural crops.

- (2) The topography and slope of the lands which must not be so steep that when cultivated the soil will erode.

- (3) Elevation of the land. Above certain readily determined limits of altitude climatic conditions reduce the length of the growing season below the limits of practicable crop production.

- (4) Temperatures and the amount and distribution of precipitation or water available for irrigation.

- (5) The quantity, value, and marketability of the timber which the land supports.

- (6) The economic practicability of permanently conducting farming operations upon an area of the size of the particular tract under consideration. This will involve character and quantity of crops, possibility of sale or utilization, distance from market, and any other features bearing on agricultural use of the land.

- (7) The relation of the particular tract to the economic utilization of natural resources upon adjoining nonagricultural land—that is, suitability for sawmill sites or exclusive control of means of access to forest lands or resources, or control of important sources of public water supply.

- (8) Value of the land for water-power or other strictly public purposes.

Revision of Classification on Basis of Changed Conditions.

The classification procedure formulated following the enactment of the act of August 10, 1912, took into consideration the possibility that in some minor cases changing conditions would result eventually in changes of classification, and provided for reconsideration in the event that conditions which made the land nonlistable at the time of classification eventually disappeared or were modified. To illustrate, land containing soil of probable agricultural character, but occupied by a heavy stand of merchantable timber or constituting the sole available site upon which to manufacture such a stand of timber, was necessarily classified as nonlistable, but it was recognized that after the commercial timber had been removed the Forest Service would wish to reconsider the classification and possibly to change it. In cases of this character correction memoranda specifically discussing all factors determining the permanent classification of the land should be submitted.

Review of Classification.

In a work involving so many factors as does the classification of national forest lands, disagreements regarding the correctness of the classification of particular tracts will inevitably develop. From time to time applications for the listing of land under the act of June 11, 1906, will result in requests for reviews of the classification. For procedure on such applications see instructions under "Settlement." A request that the classification be reviewed will first be considered by the supervisor. The petition for review should present in detail the facts regarding the character of the land, its area, topography, climatic and soil conditions, and all other factors upon which is based the contention that the land is chiefly valuable for agriculture and should be segregated from the forest. The relative value of a specific tract for agriculture or for other purposes is entirely a question of fact and no other question can be made the basis for an appeal.

The supervisor in reviewing the facts alleged will, if the circumstances seem to require it, cause a further examination to be made of the tract. This particularly will be necessary if the petitioner alleges facts regarding the land not covered by data already obtained.

If in the supervisor's judgment the land has been improperly classified he will forward the petition with his report thereon to the regional forester. If the regional forester agrees with the supervisor's recommendations he will prepare a listing letter, together with correction memoranda for the classification records, and forward the entire record to the Forester for consideration. If the Forester approves the proposed change the listing letter will be submitted to the Secretary for his signature, and if signed will constitute a correction of the classification, of which notation should be made in the classification records by inserting the correction memoranda in the classification folio.

If the supervisor, after reviewing the facts presented by the petitioner, finds that the classification as originally made is correct, he will inform the petitioner that he is unable to recommend a change in the classification, briefly stating his reasons for such conclusion. The petitioner should be informed of his right of appeal to the regional forester. Should an appeal be taken the matter thereafter will be handled in accordance with the appeals procedure. (See Reg. A-10.)

Correction of Classification.

The existing classification of forest land, and the records thereof, should be corrected when—

(1) An error of classification has been determined and its correction approved by the Secretary of Agriculture.

* All land alienated or believed to be alienated at the time of classification having been classified as nonlistable, its subsequent passage to Government ownership or determination that it had always been in Government ownership will not necessitate further action by the Secretary of Agriculture, unless it is found in fact to be chiefly valuable for agriculture, not needed for public purposes and therefore listable under the forest homestead law, in which event the prescribed form of listing letter should be prepared for the signature of the Secretary.

Correction will be necessary only when actual changes in classification are determined, and is not required to correct status or secure mathematical accuracy. No correction is needed where land treated as national forest land is later found to have been privately owned. If the purpose to classify all and only Government land is kept clearly in mind the cases which require correction in the manner herein prescribed will be clearly understood.

The land classification record will not be permanently corrected until the change in classification has been approved by the Secretary either directly or through action upon an appeal or through signing a letter listing for entry the lands involved.

* Amdt. No. 310, effective April 17, 1931.

Changes in the classification record will be recorded by means of correction memoranda which will be prepared by the regional forester upon information furnished by the supervisor and will be submitted to the Forester in triplicate accompanied by reports, maps, and correspondence necessary to explain the action proposed. Upon approval by the Secretary two copies of the memorandum will be returned to the regional forester, who will thereupon forward one copy to the forest supervisor.

Copies of the approved correction memorandum will be pasted upon a special blank page or pages which for this purpose will be inserted in the fore part of the folio immediately preceding the index map. The memoranda will be numbered serially, and on each will be shown the page number of the unit map to which it applies. A reference to each memorandum will be made on the appropriate unit map by marginal notation, with an arrow leading to the point described by the memorandum, or in such other manner as will adequately serve the purpose without defacing the map.

SETTLEMENT

This subject deals with the listing for homestead entry of agricultural lands found within the national forests:

REG. L-13. National forest lands are not subject to settlement under the homestead law unless and until they have been listed and formally declared open to entry. All national forest lands classified under the act of August 10, 1912, as being chiefly valuable for agriculture will be listed promptly with the Secretary of the Interior for homestead entry under the act of June 11, 1906.

REG. L-14. On receipt of a request for the listing of lands under the act of June 11, 1906, the forest supervisor will ascertain whether the land has been classified under the act of August 10, 1912. If the land has been classified as chiefly valuable for agriculture and has been listed under the act of June 11, 1906, the applicant will be informed accordingly, and referred to the appropriate local land office. If it has been classified as not chiefly valuable for agriculture the applicant will be advised that the land can not be listed under the act of June 11, 1906. Such action will be final unless a request for review of the classification, in the manner provided by the instructions on that subject, is filed with the forest supervisor within a reasonable time after receipt of his advice that the land is classified as nonlistable.

REG. L-15. Lands within projects which are in process of classification under the act of August 10, 1912, and lands previously classified as not chiefly valuable for agriculture, if found to be in fact agricultural and listable in character, ordinarily will be listed without the naming of a preferred applicant so that all qualified citizens may enjoy equal opportunity to make entry and no misuse of official information may occur; but if, in the judgment of the Secretary of Agriculture, an applicant possesses substantial equities in the lands to be listed, not established by willful or intentional violation of laws or regulations, or has rendered a substantial public service by presenting previously unknown facts resulting in the correction of an error in classification, such person will be named as the preferred applicant in the listing letter.

REG. L-16. All applications by Indians for allotments of lands within the national forests, under section 31 of the act of June 25, 1910 (36 Stat. 863), which are submitted to the Secretary of Agriculture, in order that he may determine whether the land applied for should be made subject to appropriation by allotment, must be made in the form prescribed by the regulations of the Secretary of the Interior governing Indian allotments on national forests.

Forest Homestead Act.

The purpose of the forest homestead act of June 11, 1906 (34 Stat. 233), was to open to homestead settlement and entry all lands within the national forests found by the Secretary of Agriculture to be chiefly valuable for agriculture and not needed for public purposes. This act, however, is not applicable to lands purchased under the act of March 1, 1911.

The act also gives an additional homestead right of entry upon lands which have been listed as chiefly valuable for agriculture, to settlers upon such lands on January 1, 1906, who have already exercised or lost their homestead rights, but who are otherwise competent to enter under the homestead laws. Such entrymen must comply with the provisions of the homestead law and must in addition pay \$2.50 per acre for the lands entered.

Opening Agricultural Lands to Entry.

Agricultural lands when listed by the Secretary of Agriculture are opened by the Secretary of the Interior to homestead entry, in tracts not exceeding 160 acres in area and not exceeding 1 mile in length, at the expiration of 60 days from the filing of the list in the local land office. Notice of the filing of the list is posted in the local land office, and is published for a period of not less than 4 weeks in a local newspaper.

Preference Rights of Settlement and Entry.

Only two classes of applicants will be recorded in listing letter as entitled to preference rights of settlement and entry. These are:

(1) Persons qualified to make homestead entry who made bona fide settlement upon the land prior to January 1, 1906, or to the date land was added to the forest, and have continued their occupancy thereof.

(2) Persons who, in the judgment of the Secretary of Agriculture, possess substantial equities in the land to be listed, or have rendered a substantial public service by assisting in the correction of an error of classification.

In all other cases the land will be listed without the naming of a preferred applicant.

Where preference rights are granted, the person named must file his application to enter the land, in the local land office or other designated place, within 60 days from the date the list is filed in the land office.

Action on Requests for Listing.

All requests for the listing of national forest lands under the act of June 11, 1906, will be referred for consideration to the particular forest affected. The supervisor on receipt of request will first ascertain whether the land (1) is publicly owned or (2) is within a reserved site or reclamation, water power, or other withdrawal. If not in public ownership the applicant will be informed. If in public ownership, but within a reserved site or withdrawal, the applicant will be advised that the land is reserved or withdrawn for a particular public purpose, which should be stated. If the land applied for has been classified by the Secretary of Agriculture as not being chiefly valuable for agriculture, the supervisor will consider the correctness of the classification in the light of the current facts and conditions, and in doing so may, in his discretion, discuss with the applicant in person all pertinent factors, such as soil types, topography, crops, frost, conflicting values, etc. If such consideration convinces the supervisor that the nonlistable classification is wrong he should take steps to secure its proper correction. If he is satisfied that the classification is correct he should so advise the applicant.

Lands Within Reclamation Withdrawals.

Lands within a national forest which are covered by a first-form withdrawal for reclamation purposes will not be classified as listable. Lands which are embraced within a second-form withdrawal under the reclamation act will not be classified as listable except with the approval of the Reclamation Service.

Land Within the Primary Limits of an Unsurveyed Railroad Grant.

The Secretary of the Interior has ruled that unsurveyed land, which upon survey will probably fall within a granted section, located within the primary limits of a railroad grant is not subject to entry under the act of June 11, 1906. Therefore such unsurveyed lands will not be classified as listable.

Land Within State School Land Grants.

Whether land within school sections in a national forest may be listed depends upon the provisions of the enabling act admitting the State to the Union. When it is desired to list lands within school sections, unless indemnity has been taken, the assistant to the solicitor will be asked for an opinion as to whether they are subject to disposal under the act of June 11, 1906. Where any State requests that certain school lands be not listed such requests will be complied with, and no applications for such sections will be accepted.

Land Within an Abandoned Military Reservation.

Land within an abandoned military reservation included within a national forest may be classified as listable as in other cases of lands within the forest, unless the proclamation prohibits such action in contemplation of the military reservation being resumed at some future date. The Secretary of the Interior has ruled (January 2, 1914) that lands within such reservations are relieved from the conditions as to appraisement and disposition laid down in the act of July 5, 1884 (23 Stat. 103), and may be listed, entered, and patented under the homestead laws and the act of June 11, 1906, without appraisement and without payment of any appraised price heretofore fixed.

Land Containing Coal, Phosphate, etc.

The act of July 17, 1914 (38 Stat. 509), permits agricultural entries on land classified as valuable for phosphate, nitrate, potash, oil, gas, and asphaltic material and the act of June 22, 1910 (36 Stat. 583), on land classified as coal; consequently such lands may be listed for entry under the act of June 11, 1906, if the surface values are chiefly agricultural in character, but the entry of such lands is subject to the provisions of the acts quoted and in no event can the entryman under the act of June 11, 1906, acquire more than the surface rights. Letters listing lands subject to the above acts should show that the listing contemplates the reservation of mineral rights as provided by the applicable act.

Power Withdrawals.

Lands within water-power withdrawals made under the act of June 10, 1920, may not be entered unless the Federal Power Commission has determined that the lands may be disposed of subject to power rights-of-way reservations for the United States or any of its permittees or licensees.

The act of June 25, 1910 (36 Stat. 863), provides that allotments within national forests may be made to Indians for lands which they are occupying, living upon, or have improvements on, if certified by the Secretary of Agriculture to be more valuable for agriculture or grazing than for the timber thereon. The maximum area an individual allottee may secure under this law is 40 acres of irrigable agricultural land, or 80 acres of nonirrigable agricultural land, or 160 acres of nonirrigable grazing land. Mineral land is not subject to such selection. Blank application forms may be secured from the Indian Office, or any local land office.

An Indian desiring to apply for an allotment within a national forest occupied or improved by him prior to the forest withdrawal or prior to June 25, 1910, is required to take oath that he is an Indian of a certain tribe; that he was born in the United States; that he is the head of a family, or a single person over the age of 18 years, as the case may be; that he has not heretofore received an allotment; that he is not entitled to an allotment on a reservation, or that no reservation has been provided for his tribe, or, in lieu of the latter declaration, that there was not sufficient land set aside to afford an allotment to each member thereof. The applicant must show further that he has settled upon or improved the land, as required by the above act, and that it is more valuable for agriculture or grazing purposes than for the timber found thereon. His affidavit must be corroborated, in so far as his intention, character, nativity, and actual bona fide settlement or erection of improvements are concerned, by the affidavits of two or more disinterested witnesses (who may be Indians) or by the affidavit or certificate of some field officer of either the Department of Agriculture or the Department of Interior. A nonmineral affidavit, executed on the prescribed form, must accompany each application for allotment. The General Land Office requires that such applications be accompanied by a certificate from the Commissioner of Indian Affairs to the effect that the applicant's tribal relations and other status are such as entitle him to an allotment. Applications must be submitted to the district forester. If it is accompanied by a certificate from the Office of Indian Affairs it will be accepted and the forest supervisor will be directed to make the necessary examination. The certificate may be in the form of a brief letter from the Commissioner of Indian Affairs, but a letter from the local Indian agent is not sufficient. If the application is not accompanied by the necessary certificate, the district forester will prepare for the Forester's signature a letter to the Commissioner of Indian Affairs requesting that the necessary certificate be furnished. The forest supervisor may, upon his own initiative, submit the required report to the district forester, which report will be held until the receipt of the completed application and certificate. The report should, in general, follow the Form 110 outline, but should specifically give the following information for each 40-acre subdivision:

Area of irrigable agricultural land; area of nonirrigable agricultural land; areas of nonirrigable nonagricultural (grazing) land; description, location, and value of improvement; area cultivated.

The report will also cover in detail the matter of occupancy, residence, or improvements on the tract prior to June 25, 1910, and since, as showing compliance with the act of that date, taking into consideration the habits and customs of Indians and making due allowance for a lower standard of home improvements and more intermittent occupancy than is customary among people who have adopted the habits of civilized life. The certificate of the character of the land will be made in the form of a letter to the Secretary of the Interior, signed by the Secretary of Agriculture. This letter will be prepared in the district office and forwarded to the Forester, accompanied by the application, the certificate from the Office of Indian Affairs, the report, and all other records in the case.

If the application is for land which is not occupied or improved by the Indian on June 25, 1910, or prior to the withdrawal for national forest purposes, if subsequent to that date, it will be treated as though it were an application to settle upon land applied for under the forest homestead law. The district forester will have the necessary investigation made, and if the land is not such as can be listed under the forest homestead law he will advise the applicant that he can not be granted a permit to settle, and that therefore his application for an Indian allotment can not be consummated or entertained. If the land is such as can be listed under the forest homestead law, the district forester will notify the supervisor to issue a free special-use permit to the applicant, authorizing him to occupy and improve the listable area. As soon as the applicant has established his home on the land, the supervisor will notify the district forester, who will thereafter treat the listable area involved in the case exactly the same as though it were covered by an allotment application involving settlement prior to the creation of the national forest or prior to June 25, 1910.

Right-of-Way Exceptions.

No exception from land subject to entry is necessary to protect road, trail, telephone line, or like improvements previously made by the Government, but to fully safeguard the interests of the Government a map showing the location of the improvement should be prepared and filed with the Commissioner of the General Land Office, with the request that the right of way therein designated be reserved in any patent which may subsequently be issued. This includes not only segments of roads upon which Forest Service funds have been expended, but also those parts of existing roads, whether constructed by the Government or not, which connect with such segments, and without which the usefulness of the part constructed by the Forest Service would be destroyed. It is not necessary to recommend the exclusion of a strip covered by a private ditch, telephone line, or right of way acquired under any act of Congress.

When a right of way is desired for road, telephone line, or other like improvement, which has not been made, the listed tract should contain an exception of the strip on which the right of way is to lie, which ordinarily shall not exceed 50 links in width. The exception of this strip will not be construed by the Department of the Interior as making the adjacent lands noncontiguous.

When an entryman is willing to execute a deed of further assurance granting a right of way in the nature of an easement across the tract he has entered and such action will result in saving the expense of the entry survey which would be necessary in case an excepted strip were reserved, such a grant may be accepted under a form of deed to be prepared by the assistant to the solicitor and properly executed by the grantor. This deed should be recorded with the proper county recorder.

Procedure for Listing Land.

Lands found to be chiefly valuable for agriculture will be listed for entry by means of letters signed by the Secretary of Agriculture and addressed to the Secretary of the Interior. These letters will be prepared in the office of the district forester. The filing designation will be placed on the carbons only. Where a proposed listing results in a correction of the classification a proper memorandum, in triplicate, should be prepared for insertion in the classification records. If the listing is based on an original classification finding the listing letter should be accompanied by a memorandum referring to that finding.

List Numbers.

The series of list numbers hitherto in use by each district will be continued. Each list will be given a serial list number. Where a list is merely supplemental to or amendatory of an existing list, it should be so stated and given the number of the original list, with the words "supplemental" or "amendment" thereafter, as the case may require.

Entry of Lists in Status Record.

Upon the listing of a tract, proper notation thereof will be made in the status record, in which will be recorded all subsequent actions relating to the land.

Recall of Lists.

Under the early settlement procedure, tracts were listed which, in the light of current conditions are obviously not chiefly valuable for agriculture. In some instances public uses far outweigh the agricultural value; in other cases a positive absence of agricultural value is now evident. The listing of such lands is not in harmony with the existing classification and it is inconsistent to leave them open to entry when similar lands are classified as nonlistable. With the approval of the Secretary of Agriculture such lists may be recalled if unentered or under entries which clearly will not go to patent. The recall of a list is always subject to any valid intervening adverse claims. Consequently it does not adversely affect an existing entry but merely prevents a second entry in case the existing entry is abandoned or canceled. Forest officers will not, however, recommend the recall of lists which are held under apparently valid claim.

The principle underlying the recall of lists is that the Secretary of Agriculture, under whose direction the classification of national forest lands is carried out, is entitled to correct mistakes in the classification which have resulted in erroneous listing. A very convincing showing of error in the original action is needed to justify its reversal. Recommendations for recall of lists should be accompanied by detailed reports, setting forth clearly and completely the reasons for recommending recall, the nature of the errors in the original classification, the value of the land for public purposes as compared with its agricultural value, and the status of any claim asserted to the land, either by reason of entry or otherwise.

Annual Report.

Annually on January 1 the supervisor will submit to the district forester on standard atlas pages, Form 446, a report on settlement cases. The district foresters, as promptly as possible thereafter, will submit to the Forester a similar report for the district.

Closing Settlement Cases.

The supervisor will close all settlement cases as soon as he receives from the *district* forester a carbon copy of the Secretary's listing letter. Pertinent records such as maps or field notes may be transferred to the claims case when that is initiated, provided proper notation is made in the supervisor's files.

BOUNDARIES

GENERAL

Creation of National Forests by President Authorized by Act of Congress.

The act of March 3, 1891 (26 Stat. 1095), provides:

"SEC. 24. That the President of the United States may, from time to time, set apart and reserve in any State or Territory having public land bearing forests, in any part of the public lands wholly or in part covered with timber or undergrowth, whether of commercial value or not, as public reservations, and the President shall, by public proclamation, declare the establishment of such reservations and the limits thereof."

The act of June 4, 1897 (30 Stat. 11), authorizes the President to revoke or suspend any proclamations or to reduce the area or change the boundary lines of such forests.

The act further provides that the reservations—

"* * * shall be as far as practicable controlled and administered in accordance with the following provisions:

"No public forest reservation shall be established, except to improve and protect the forest within the reservation, or for the purpose of securing favorable conditions of water flows, and to furnish a continuous supply of timber for the use and necessities of citizens of the United States; but it is not the purpose or intent of these provisions, or of the act providing for such reservations, to authorize the inclusion therein of lands more valuable for the mineral therein, or for agricultural purposes, than for forest purposes."

Under date of February 7, 1910, the Secretary of the Interior and the Secretary of Agriculture submitted a joint letter to the President, which was approved by him, defining more fully the character of lands contemplated by the two acts above referred to, as follows:

"1. Lands wholly or in part covered with brush or other undergrowth which protects stream flow or checks erosion on the watershed of any stream important to irrigation, water power, or to the water supply of any city, town, or community, or open lands on which trees may be grown, should be retained within the national forests, unless their permanent value under cultivation is greater than their value as a protective forest.

"2. Lands wholly or in part covered with timber or undergrowth, or cut-over lands which are more valuable for the production of trees than for agricultural crops, and lands densely stocked with young trees having a prospective value greater than the value of the land for agricultural purposes, should be retained within the national forests.

"3. Lands not either wholly or in part covered with timber or undergrowth, which are located above timber line within the forest boundary or in small bodies scattered through the forest, making elimination impracticable or limited areas which are necessarily included for a proper administrative boundary line, should be retained within the national forests.

"4. Lands not either wholly or in part covered with timber or undergrowth, except as provided for in the preceding paragraphs, upon which it is not expected to grow trees, should be eliminated from the national forests."

Creation Restricted in Seven States.

The agricultural appropriation bill approved March 4, 1907 (34 Stat. 1271), provided that "hereafter no forest reserve shall be created, nor shall any additions be made to one heretofore created within the limits of the States of Oregon, Washington, Idaho, Montana, Colorado, or Wyoming, except by act of Congress." The act of August 24, 1912 (37 Stat. 497), adds California to the list of excepted States. The power of the President to create or enlarge national forests in other States and in the Territories remains unaffected by these acts.

Temporary Withdrawals.

Temporary withdrawals of land from entry may be made by the President under the act of June 25, 1910 (36 Stat. 847), when the creation of new forests or additions is contemplated and a withdrawal is deemed necessary. Such withdrawals can not be made within the States of California, Colorado, Idaho, Montana, Oregon, Washington, or Wyoming, unless there is pending legislation which proposes the inclusion of the areas within a national forest.

Additions by Action of National Forest Reservation Commission.

Section 8 of the Clarke-McNary Act, approved June 7, 1924, affords an additional means of formally bringing to the attention of Congress desirable additions to the national forests. It authorizes the Secretary of Agriculture to determine the location of public lands chiefly valuable for stream-flow protection or for timber production, which can be economically administered as parts of national forests and to report his findings to the National Forest Reservation Commission. If the commission determines that the administration of the described lands by the Federal Government will protect the flow of streams used for navigation or for irrigation, or will promote a future timber supply, the President of the United States shall lay the findings of the commission before Congress.

Donations of Privately Owned Forest Lands.

The acceptance of privately owned lands chiefly valuable for the growing of timber crops, donated to the United States for national forest purposes, is authorized by section 7 of the Clarke-McNary Act. Donated lands accepted by the United States become subject to all laws applicable to lands purchased under the Weeks law. Reservations of timber, mineral, or other rights by the donor, for periods not exceeding 20 years are authorized. The Government may pay the cost of recording deeds or other expenses incident to the examination and acceptance of title.

BOUNDARY CHANGES

Policy—Additions and Eliminations.

As time and changing values and conditions may require, the service will be called upon to reconsider previous boundary decisions. In such cases, the examinations should be made in the light of experience and demonstrated fact and should be of such degree of intensity as the difficulties of the problem and the values involved may warrant. Many of the present national forest boundaries are unsatisfactory in that they embrace only parts of national forest units which, in the public interest, should be under a single form of protection and management. The primary cause of this condition, viz, extensive private ownership of forest lands, is no longer a vitally controlling factor since the passage by Congress of land exchange legislation now permits consolidations desirable in the public interest. Many of the circumstances which formerly precluded additions of unreserved and unappropriated public forest land have lost their importance. Supervisors should therefore give careful thought to possible boundary extensions which will enhance the public value of the national forests and, as opportunity affords, should collect and compile data which will show the desirability of adding to the forests lands chiefly valuable for timber production which are now outside of their boundaries. On the other hand there is the possibility that in a few instances conditions which required the retention in the forest of lands of low forest value no longer necessitate such action, in which event eliminations deserve consideration.

The ideal toward which all boundary work should be directed will be the establishment of national forest boundaries which within natural units of forest growth will include all lands which, so far as determinable, are chiefly valuable for timber growing and watershed protection and will exclude all lands chiefly valuable for agriculture, mining, grazing, or other uses, excepting the small areas which must be retained for administrative reasons.

Interforest Boundaries.

Boundaries between adjoining forests will generally be upon topographic lines, although legal subdivisions may be followed. They will be determined after a careful consideration of the convenience of the users, and of the suitability of the proposed boundary from the point of view of economy in and efficiency of administration.

Ranger Stations Retained as Isolated Tracts.

When it is necessary to eliminate lands surrounding administrative sites whose further retention is desirable the administrative site will be retained and shown on the tracing as an isolated tract of forest land.

ADDITIONS UNDER CLARKE-McNARY ACT

Donations of Land.

The outstanding features of section 7 of the Clarke-McNary Act are:

1. It is not necessary that the donated lands shall be within an existing national forest or purchase unit, nor upon the watershed of a navigable stream.

2. The lands, when accepted, become subject to all laws applicable to the lands acquired under the act of March 1, 1911. This means they are not subject to either homestead nor mineral entry under the general land laws.

3. The acceptance of title rests exclusively with the Secretary of Agriculture, and prior approval by the Attorney General or the Secretary of the Interior is not legally necessary.

4. Lands acceptable under the act must be *chiefly valuable for the growing of timber crops*. It is questionable whether lands donated for administrative or other purposes, aside from the growing of timber crops, are acceptable under this section, and it will be best to await constructions of the section in the light of specific cases before considering donations of any but timber producing land. Donations for administrative purposes may be accepted under section 5 of the act of March 3, 1925.

5. Accepted lands must be in units of such size or so located as to be capable of economical administration. Acceptance of donated land carries with it obligations of administration and management for forest purposes. The costs of administering small or isolated tracts may readily exceed the beneficial returns, consequently care should be exercised to determine that the management of an offered tract is really practicable from the standpoint of both public service and economy, before its acceptance is considered or recommended.

6. The section authorizes the reservation, for not to exceed 20 years, not only of timber or mineral but of other rights as well. These other rights which may be reserved may be grazing, hunting and fishing, water-power, residential, turpentine, etc., provided they are reasonable and not detrimental to the purposes of the section. The limitation of the timber reservation to the *present stand* is to prevent any claim to the succeeding crops grown under national forest management. This limitation is construed to mean the stand of merchantable timber at time of acceptance of title plus such increment growth as might occur in such trees prior to time of cutting.

As to other forms of reservation the outstanding requirement is that they shall not unduly retard nor defeat the purposes for which the lands are accepted and administered. Reservations inconsistent with the general principles of national forest management and therefore subject to public criticism and attack, as, for example, the reservation of exclusive fishing and hunting privileges for 20 years, should be avoided where possible; but if the rights proposed for reservation are no greater than would be enjoyed by the owner if the land remained in private ownership, if they are not inconsistent with the use of the lands for national forest purposes, if the lands are valuable and desirable for national forest purposes, and if the only way in which they can be given a national forest status is to accept them subject to reservations authorized by the section, then the acceptance of such reservations will be right and proper, provided that through them the donor does not secure benefits exceeding the value of the donated lands.

It is both proper and equitable to resolve a fair portion of the doubts as to future costs and values in favor of the proposed donor when computing the period of reservation necessary to liquidate the donor's interest in the land, but it should be borne in mind when considering offers of land under section 7 that the county through loss of taxes on the soil, and the Federal Government through its expenditures for administration, protection, and improvement actually may be paying, on an installment basis, the full market value of the land at time of donation. Calculations must therefore be based on sound business principles, so that while the donor, if he so desires, will receive full value for his property, the public, on the other hand, will not be required to pay more than the full value in the form of remitted taxes on land and in costs of protection and improvement.

Where a donation of land is subject to reservations, the principal benefits to the donor ordinarily will be (1) a possible advance in the sale value of the reserved resources consequent upon the initiation of Government administration, or correlation with other similar resources in Government ownership or development through road, bridge, trail or other improvement work at public expense; (2) relief from taxes upon the soil; (3) partial or total relief from costs of protection against fire and trespass. From the appraised value of the offered land it will be proper to first deduct any determinable increase in the value of the reserved resources due wholly to public expenditures. Against the remainder it will be proper to credit the annual saving in taxes on soil and in protection costs. Whether these credits should be compounded at say 5 per cent, or should be increased only to the extent of simple interest, or should be exclusive of interest, will depend on the circumstances peculiar to a given case. When the total of the equitable credits equals the net appraised value of the soil the donor would be wholly compensated for the value of the land at time of donation, and should not expect his reservations to extend beyond the period required to allow equality.

Cases may arise in which one resource will be reserved for one term of years and another resource for a greater or shorter term. Other cases will arise where parts of the donated land will be released from reservations at varying periods. In some instances the donation will permit prompt initiation of revenue producing activities by the Government, while in others the Government will secure no revenue whatever until the full term of the reservation has expired. To meet these cases stipulations should be agreed to which, while fair to the donors, will at the same time be fair to the public.

In carrying out the provisions of section 7, the first essential is to secure offers to donate land. The next step is to determine whether the offered land is chiefly valuable for growing timber and is capable of economical and effective administration for national forest purposes. If so, the next step is to determine whether the prospective donor contemplates the reservation of any rights in the lands, and if so, the nature and duration of such rights and the degree to which they are consistent with the use of the land for forest purposes. If the proposed reservations are acceptable in form and purpose, the next step is to examine and appraise the offered lands in the manner prescribed by the "Land exchange" chapter of the Lands section of the manual for the appraisal of lands offered under the general exchange act. Against the value thus determined will be compared the savings to the proposed donor in reduced taxes and costs of protection and advances in the values of reserved resources which will follow public administration and improvements. If the result is approximately equal, or favorable to the public, acceptance of the donation should be recommended. If, however, the result is unequal or unfavorable to the public, further negotiations should be initiated looking to a curtailment of the proposed reservations in classes, in volume or in duration. If this can be accomplished, acceptance of the donation should be recommended; if it can not be accomplished, rejection of the offer should be recommended. Every acceptance under section 7 must be susceptible of complete justification as a measure of public welfare.

While acceptance of title rests with the Secretary of Agriculture, it is imperatively necessary that such titles must meet substantially all of the requirements applicable to titles offered under the Weeks law or the general exchange act, since the propriety of expending public funds upon lands in which the Government's title is imperfect might easily come into question. Prospective donors must be given to understand that while the Government will do all it can to aid in the perfection of titles so that they will be acceptable under the act it must necessarily look to the donor to take such steps as may be necessary to cure defects. Under the section, examinations of title may be made at Government expense, thus relieving the donor of additional costs of abstracting, etc. The logical arrangement seems to be to have such examinations made by representatives of the office of the solicitor, which in the Eastern States would be the title attorneys engaged now on Weeks law work, and in the Western States the district assistants to the solicitor.

Section 7 does not authorize condemnation proceedings. Cases where lands proposed for donation are clouded by claims or interests remediable only by suit to quiet title should be submitted to the Forester for consideration before the Forest Service is committed to their acceptance or examination.

Additions of Public Land Under Clarke-McNary Act.

Section 8 does not restrict the present authority of the President to make additions to national forests in those public-land States where such authority is not now limited by specific acts of Congress; nor does it restrict the

present authority of Congress to make additions by specific enactment. What it does is to afford a new medium through which the public requirements for the extension of forest management over the remaining public lands valuable for timber production and watershed protection can be laid before Congress in a formal and convincing way, supported by the affirmative recommendations of a commission upon which both houses of Congress and both of the departments chiefly interested are fully represented.

The rapid dissipation and deterioration of the remaining unappropriated public domain suggests the desirability of using this new opportunity fully and expeditiously. Effective work in boundary adjustment must largely be accomplished within the next five years. After that, progress in the solution of our land problems through either additions of public lands, or land exchanges or donations of land will necessarily be slower and much more difficult.

Each district forester should proceed as rapidly as other duties will permit to prepare for presentation to the commission the cases in his district which involve additions to the national forests of public lands chiefly valuable for timber production or stream-flow protection. The areas in which the public lands are most extensive or most valuable or most subject to private appropriation probably should receive priority in this work. Preliminary studies made during the past several years doubtless will determine the areas to which attention should first be given.

In the extension of forest boundaries to the ultimately described limits, it is desirable, of course, to include all lands—private as well as public. Through the general exchange act plus sections 6 and 7 of the Clarke-McNary Act, it should be practicable ultimately to bring all such lands into public ownership. Purchases under section 6 of the Clarke-McNary Act must, however, be coordinated with a carefully planned program and policy embracing the entire United States—consequently, it will be difficult in many instances to submit the possibility of immediate purchases as an argument to the commission or speak with certainty as to the probability of acquiring lands either through donation or through land exchange. It, therefore, will be well to concentrate immediate attention on the addition of the public lands proper which is all the commission will consider under section 8 since that section specifically mentions public lands only. Reports should be designed to give a true picture of the entire addition but be so arranged that the facts as to the public lands alone are readily determinable without further examinations.

Under section 8 it will be necessary to make a clear-cut showing that the lands proposed for addition have a direct value for stream-flow protection or for timber production. It, therefore, will be necessary to somewhat elaborate the present outline for boundary reports so as to bring out more clearly the facts relating to these two phases of the proposition. A draft of an outline for a boundary report which will develop all facts the commission is apt to require as a prerequisite to action follows and should be adhered to in reporting on proposed additions under section 8.

PROCEDURE

SUPERVISOR'S PROCEDURE

EXAMINATIONS

The examination of forest boundaries will be undertaken by the supervisor in charge of the forest concerned or, in the case of a new area, the supervisor of the nearest forest, unless other arrangements are made by the district forester.

Extent of Examinations.

The examinations should not be confined strictly to the area described in letters of instruction, but must embrace all lands in the locality which are suited to national forest purposes. The examiner will be held responsible for covering thoroughly all lands in the section to which he is assigned.

Data Necessary.

Before beginning field work the examiner should be in possession of sufficiently detailed geographic and alienated land data to enable him definitely to locate proposed boundaries and to determine in the field the title of the lands examined.

Field Work and Survey.

The accuracy of the survey that will be necessary will depend upon the value of the land involved. If scattered additions are contemplated in heavily timber country it may be necessary to locate and cruise each forty; on the other hand, if it is simply a question of the addition or elimination of a strip of land whose general character is known, a much less detailed survey will ordinarily be sufficient. In every case, however, it is essential that the examiner know exactly where he is at all times in relation to the corners and lines of the public-land survey. To be sure of this, work with the compass may be necessary.

Photographs.

When it is feasible, photographs should accompany a report to illustrate not only the general characteristics of the country, but important specific points as well. Special effort should be made to secure photographs, wherever they will be material help in presenting facts or in making or supporting boundary adjustment decisions.

MAPS

A map which shows land types and a title, or status map showing alienated lands, should be submitted with each report. The two classes of data may be combined in a single map if they can be clearly presented in combined form.

Land Type Map.

The land type should be compiled on the scale that best suits the requirements of the case at hand. When a scale of 1 inch to the mile is used the map should be on the atlas correction sheets (Form 979), or, if only a small area is involved, on inch-to-the-mile township plats, Form 974. In some cases where it is desirable to show the relation of the change involved to the entire forest it may be necessary to use several maps including one on the scale of one-half inch to the mile. The map should show land surveys and topography in india ink. For unsurveyed lands the examiner should prepare a sketch map showing drainage and as much additional topographic data as may be practicable.

The land types shown on the map should be in conformity with the standard Forest Service scheme.

Title Map.

The title map will consist either of a duplicate of the base map or of township plats, which cover the area, and will show the different classes of alienation by distinctive colors. (See "Status legend.") The map should be provided with an appropriate legend. These data should be obtained before a field examination is undertaken; they may be secured from the supervisor's office, from the district office, or from the local land office.

The Boundary.

On both the land type and the title maps the existing forest boundary will be shown by a heavy blue-pencil line, and the recommended boundary of either additions or eliminations by a heavy red-pencil line. Whenever practicable the boundary will run on section or quarter-section lines, but where valuable timber is involved and the land is heavily alienated, it may run on 40-acre subdivisions. In a region covered by the General Land Office surveys a stream may be used for the exterior boundary only when it is shown as meandered on the official Land Office plats. In unsurveyed regions any stream may be used as an exterior boundary which has a reasonably fixed channel and flows continuously throughout the year. The alienations and the forest cover outside the recommended boundary should be shown for a distance sufficient to convince the reviewing officer that the boundary has been properly located. When the question is one of elimination these same facts should be shown inside the existing boundary. Both maps should be dated and should bear the name and title of the examiner.

REPORT

The examiner's report should supplement the information given on the map with such detailed description of the natural features of the area in question and of the economic conditions governing its use as are necessary to confirm his recommendations.

The following outline of topics is suggested as having a bearing on boundary changes. Each should be discussed in so far as it has relation to the particular case under consideration. Proposed additions under the Clarke-McNary Act will require full discussion.

Outline.

1. Description of area proposed for addition or elimination:

- (a) By township, range, section, and meridian.
- (b) By natural features.
- (c) Acreage, (1) public, (2) State, (3) private.

2. Relation of area to irrigation projects:

- (a) Names of projects using water from area.
- (b) Acreage and value of irrigated lands within projects name.
- (c) Proportion of area to total watershed of projects.
- (d) Extent to which efficiency of projects is impaired by inadequacy or irregularity of water flow; or by excessive sedimentation of reservoirs, canals, or ditches.

3. Relation of area to navigability of streams:

- (a) Navigable streams into which flow from area eventually discharges.
- (b) Volume and character of annual tonnage moved thereon.
- (c) Extent to which torrential floods, low water or sedimentation diminish or prevent use for navigation.

4. Acreage by dominant cover types:

- (a) Timberland bearing commercial stands.
- (b) Timberland bearing noncommercial stands.
- (c) Timberland, cut-over but with good young growth.
- (d) Timberland, cut-over but poor or no young growth.
- (e) Woodland bearing commercial stands.
- (f) Woodland bearing noncommercial stands.
- (g) Woodland, cut-over but with good young growth.
- (h) Woodland, cut-over but poor or no young growth.
- (i) Burned areas.
- (j) Barren areas.
- (k) Brush areas, other than sage-brush.
- (l) Sagebrush.
- (m) Grassland.
- (n) Cultivated land.

5. Physical and climatic conditions prevailing on area:

- (a) Elevations.
- (b) Topography.
- (c) Soils.
- (d) Average annual precipitation.
- (e) Average annual range of temperature.
- (f) Average frost-free period.

6. Forest value:

- (a) Discussion of silvicultural types.
- (b) Amount and class of timber types.
- (c) Merchantability of timber.
- (d) Value of timber as protection to watershed.
- (e) Distribution, extent, and character of reproduction.
- (f) Extent and severity of fire damage.
- (g) Suitability of area for practical forest management.
- (h) Character and extent of present uses of timber.

7. Agricultural value:

- (a) Acreage in cultivation—
 - (1) Without irrigation.
 - (2) With irrigation.
- (b) Acreage susceptible of cultivation—
 - (1) Without irrigation.
 - (2) With irrigation.
- (c) Practicability of increasing irrigated area from known sources of water supply.

8. Grazing value:

- (a) Numbers of stock grazed under present conditions—
 - (1) Cattle and horses.
 - (2) Sheep and goats
- (b) Average dates grazing season open and close—
 - (1) Cattle and horses.
 - (2) Sheep and goats.
- (c) Present conditions of lands used for grazing—
 - (1) Percentage understocked.
 - (2) Percentage stocked to normal capacity.
 - (3) Percentage overstocked.
- (d) Effect of overgrazing—
 - (1) Upon run-off valuable for power, irrigation or navigation.
 - (2) Upon the permanent grazing value of the area.
 - (3) Upon the use of the area for timber production.

9. Mineral value:

- (a) Present.
- (b) Prospective.

10. Value of area for public uses other than those above enumerated:

- (a) Hydroelectric power.
- (b) Reservoir development in interest of irrigation.
- (c) Public recreation.
- (d) Other uses.

11. Settlements—location, size, dependence upon area, etc.

12. Transportation facilities—roads, trails, railroad, navigable streams.

13. Public sentiment—attitude toward addition and reasons therefor.

14. Administrative requirements, if area added to national forest.

15. Estimate of probable revenues under national forest management:

- (a) From sales of timber.
- (b) From grazing fees.
- (c) From special uses, etc.

16. Conclusions and recommendations. Clear-cut recommendations for action with brief but comprehensive summaries of reasons therefor.

17. Necessity for temporary withdrawal of lands pending final action on proposed addition to national forest.

Report Submitted to Supervisor.

The examiner will submit to the supervisor for indorsement his report in triplicate with two copies each of the land-type and title maps. The supervisor will forward the report in duplicate to the district forester, with one copy each of the classification and title maps, accompanied by any further statements and recommendations desired. The retained copies of the report and maps will be filed in the supervisor's office.

Elimination of Lands Covered by Special-Use Permits.

When lands upon which pastures, drift fences, or other structures have been erected under permit are to be eliminated from the national forest, a report of such occupancy and use giving location of structures and name and address of permittee will be made to the district forester for transmittal to the Department of the Interior. Notice of the elimination will also be given to the special-use permittee. When heavy investments made under special-use permit have not been fully liquidated by use, this fact should be considered in fixing date elimination will be made.

Interforest Changes.

When changes are contemplated in interforest boundaries the supervisors of the forests affected will confer and submit a joint report and recommendation to the district forester. In case of disagreement the district forester will decide.

Temporary Withdrawals.

If the supervisor, either upon his own findings or upon those of a reporting officer, is convinced that a withdrawal is necessary, he will, with examiner's report, submit a brief report to the district forester covering the urgency of the situation and describing the character of the land to be withdrawn. The report should be accompanied by a plat of the area.

On many of the proclamation diagrams, the exterior forest boundary follows unsurveyed public survey lines. Frequently when these lines are surveyed it is found that their positions in relation to previously existing survey lines have been changed and a question arises as to proper location of the forest boundary. In such cases the General Land Office, with the concurrence of the Forester, holds that the location of the boundary as shown on the proclamation diagram across unsurveyed areas shall be considered as a metes and bounds survey and adjusted to the nearest legal subdivisional lines upon survey. This means that when a township crossed by a boundary becomes surveyed and thereby identified to its proper position in relation to adjacent surveys, it will be necessary to begin at the nearest public survey corner previously existing on the boundary and plat the boundary across the newly surveyed area on courses and distances taken from the projection on the diagram the same as if it were a metes and bounds survey. A closing is made on public survey corner previously existing on the boundary next beyond the new survey. After adjusting this protraction to eliminate any error of closure the relation of the old boundary to the new survey lines is made clear. The boundary is then adjusted to the "forty" lines nearest to the protracted line and thereafter these subdivisional lines are accepted as the legal boundary and so indicated on the next proclamation diagram. All boundary adjustments of this character must be reviewed by the Forester and approved by the General Land Office before the modified boundary is posted on the ground and presented on the maps. The General Land Office takes steps necessary to adjust their records and to advise the local land office affected.

DISTRICT OFFICE PROCEDURE

Action on Reports and Maps.

Upon receipt of reports and maps from the supervisor recommending boundary changes the district forester, if he approves the changes, will transmit the report, accompanied by classification and title map, to the Forester.

Press Notice.

At the time the Secretary's letter is written the district forester will prepare also an undated press notice, in duplicate, on yellow paper. This should be a short statement for publication, describing the change in boundary and its need.

Number of Lithographic Prints.

It may be advisable at times to issue more or fewer lithographic prints than the regular number, depending upon the probable permanency of the boundary line as established by the proclamation. This may be done if the request is sent to the Forester before the edition is printed.

Recommendations for Withdrawals Under Act of June 25, 1910.

Upon receipt of recommendations from the supervisor for the withdrawal of land under the act of June 25, 1910, the district forester will pass upon the advisability of the proposed action and, if he approves it, will prepare a Secretary's letter to the Secretary of the Interior, transmitting a draft for an Executive order and recommending that it be sent to the President for signature. When not accompanied by a tracing the Secretary's letter should state in which land district the area lies. Four copies of the Secretary's letter should be submitted.

Release of Withdrawals.

Upon receipt of notice that a proclamation has been signed establishing a national forest, the district forester should at once determine if any lands held under temporary withdrawal in the vicinity of the national forest should be released, and if so a recommendation to that effect should be made. This should be in the form of a Secretary's letter to the Secretary of the Interior, with three carbons, accompanied by a tracing which shows the area to be released. This tracing will, when practicable, be on special linen, crosslined on a scale of $1\frac{1}{2}$ inches to the township. The letter should give the reason for the recommendation for release and should state whether or not the lands to be released embrace valuable power sites, or if the records do not disclose this fact, a statement to that effect should be inserted. The tracing should bear the title:

Proposed release near.....
 National Forest.
 State
 meridian.
 Area to be released
 Recommended by
 District Forester.

Approved by
 Forester.
 Release requested
 Release order signed
 Opened to settlement
 Open to entry
 Area.....

Action on Petitions and Inquiries.

Upon receipt by the Forester of petitions or letters which pertain to changes in forest boundaries, or to the creation of national monuments, a reply will be prepared for the signature of the official to whom the communication is addressed or referred. This reply will state that the matter is referred to the district forester for consideration, and will promise further reply upon receipt of report from the district forester. A carbon copy of the letter indorsed "Action required," with copies of the correspondence to which it relates, will be sent to the district forester, who will prepare appropriate letters for signature of the proper official and submit them to the Forester for transmittal.

Letters will be prepared in the Washington office only when there is already on file sufficient information upon which a reply can be based, or when an immediate reply is necessary. In such cases carbons will be sent to the district forester for his information, together with copies of the correspondence.

Action on Boundary Reports.

Upon receipt of reports and of the district forester's recommendations concerning changes in boundaries, accompanied by type and title maps, the status will be obtained, if that is desirable, and the report will be submitted to the various branch chiefs for initialing before being submitted to the Forester for final approval. The district forester and the interested persons will be informed of the decision by letter. Two colored diagrams, bearing date and showing the approved line, will be sent to the district forester and an exact copy kept in the Washington office files.

Preparation of Proclamation and Executive Orders

The texts of proclamation and Executive orders eliminating lands from national forests will be drafted in the Interior Department. In such cases the Secretary of Agriculture will give the description of the lands to be acted upon to the Secretary of the Interior either by written description in a letter or by an accompanying diagram, as each case warrants. The text of proclamations making only additions or interforest transfers will be drafted in the Washington office and submitted to the solicitor for consideration.

Proclamation Diagrams, Preliminary Copies.

Requisition will be made upon the branch of engineering for two preliminary prints of the map to be used for the proclamation diagram. One of these is presented to the Secretary of the Interior for review. After the Secretary of the Interior indicates approval, engineering will be requested to proceed with the preparation of the lithographic plate of the map and the printing of five proof copies. Of these, three copies are attached to the text of the proclamation and transmitted to the Secretary of the Interior.

In the case of additions a memorandum initialed by the Forester is inclosed also. This is for the files of the Interior Department, and sets forth the desirability of the addition. It is accompanied by a land classification map.

Proclamations affecting lands in other than public land States are forwarded by the Secretary of Agriculture directly to the President, and therefore the above procedure concerning the Secretary of Interior is omitted.

Post Cards Attached.

Two prepared postal cards are sent with the papers which go to the Secretary of the Interior; one of these is returned as a notification to the Forester that the recommended action has been taken and the proclamation submitted to the President for signature. The other goes on to the Bureau of Rolls and Library, Department of State, and is returned from that bureau as notification of the fact and date of signature by the President.

Announcement of Signature.

Announcement of the signing of a proclamation will be telegraphed to the district forester; branch offices in Washington are informed by memorandum.

Press Notice.

The prepared press notice will be sent to the editor for release as soon as notification of the President's signature is received.

Proclamation Diagram, Lithographic Edition.

After the proclamation is signed, the branch of engineering is directed to proceed with the printing of a lithographic edition of 400 copies. These maps are transmitted to the Government Printing Office to be attached as part of the proclamations printed at the request of the State Department. Of the edition

of the printed proclamations with map attached, 300 copies are retained by the State Department and the balance of 100 copies forwarded to the Forester. The Forester keeps 25 copies in the Washington files, forwards 50 copies to the district concerned, and 25 copies to the supervisor.

Two copies of the signed Secretary letter of transmittal with two copies of the proclamation or Executive order, will be sent to the district forester, one for the district and one for the supervisor's files.

Maps Returned to the District Forester.

The land type and title maps will be returned to the district forester for final filing.

Eliminations Open to Settlement and Entry.

In the case of the restoration to settlement and entry of areas eliminated two copies of the commissioner's letter will be sent to the district forester, upon receipt of notice from the General Land Office. A yellow memorandum will be prepared for the files of the Washington office. This will bear the date upon which the eliminated areas are open to settlement and entry.

Action on Temporary Withdrawal.

In the case of approved temporary withdrawals six copies of an Executive order are prepared. Three of these are transmitted to the Secretary of the Interior with the prepared Secretary letter, two copies are forwarded to the district forester for the files of the district and supervisor's offices, and one copy is retained for the Forester.

Release.

When land held under temporary withdrawal is recommended for release by a district forester, blue prints will be made of the tracing which accompanies the recommendation, four to be sent with the prepared Secretary letter of transmittal.

Notice of Release Returned to District Forester.

When the Secretary of the Interior signs and forwards the order of release to the register and receiver of the local land office the Forester is furnished a carbon of the order. The tracing is returned to the district forester, indorsed with the area, date of release order, and dates of restoration of the land to settlement and entry, together with two blue prints and two return copies of the Secretary letter. The blue prints and the copies of the letter will each bear indorsements identical with those on the tracing.

NATIONAL MONUMENTS

The act of June 8, 1906 (34 Stat. 225), provides for the protection of objects of historic and scientific interest on lands controlled by the Government, and authorizes the President to create, by proclamation, national monuments for their preservation. The act also authorizes the Secretary of the Interior, on behalf of the United States, to accept deeds of gift of privately owned land containing such objects. National monuments established in national forests are under jurisdiction of the Forest Service.

What May be Included.

The objects which may properly be recommended for reservation under this act are cliff dwellings, pueblo ruins, ancient rock paintings, unique topographic or geologic features, historic landmarks, and groves of rare trees in danger of destruction.

Cooperation in Selection.

The Forest Service will cooperate when necessary with the Bureau of American Ethnology of the Smithsonian Institution in protecting and securing information regarding objects of historic and scientific interest located on or near the borders of national forests.

Not to be Listed to Homesteaders.

No lands containing such objects will be listed under the forest homestead act.

Reports Upon Areas Suitable for National Monuments.

Upon the discovery of an object worthy of inclusion in a national monument or upon request as a result of public interest and application, the supervisor will submit a detailed report to the district forester. This report should be accompanied by a tracing showing the location of the objects by legal subdivisions or by metes and bounds. When feasible photographs also should be submitted.

The district forester will forward the report and map to the Forester with recommendations. The Forester will confer with the proper officer of the Smithsonian Institution regarding the desirability of creating the monument and advise the district forester of the decision.

Upon notice of approval by the Forester of a proposed monument, the district forester will prepare the necessary tracing of the area to be embraced in the monument. The tracing for monuments embracing small areas should be drawn to such a scale as will admit of its being printed on a single sheet, legal-cap size, without folding.

The subsequent procedure in the creation and proclamation of national monuments will correspond to that followed in boundary changes.

RESERVE SITES

Reason for Reserving.

To insure the efficient administration, protection, improvement, and use of the national forests and their resources, certain tracts must be retained in public ownership for strictly public uses. These include areas for headquarters stations, lookout stations, roads, telephone lines, pastures, planting and nursery sites, and for similar purposes needed in the work of Government officers charged with the administration, protection, and improvement of the forests. They include, also, areas essential to the use and disposal of national forest timber for mill sites, logging roads, banking grounds, chutes, etc., and areas necessary to the proper utilization of the forage resources of the forests, for watering places, lambing grounds, stock driveways, holding grounds, and the like. Recreational use of the forests is also recognized by law, and this requires the retention of camping grounds and similar places for the accommodation of the public. Likewise, tracts embracing watersheds from which the water supply of municipalities is taken should be retained for protection against contamination and pollution. While land classification has removed most of the danger that tracts valuable for public purposes will be listed, a continuation of the practice of reserving such tracts is desirable to emphasize their special values and to prevent impairment of those values by issuance of ill-considered permits. Their reservation also keeps constantly in view the specific purposes the tracts are adapted to and aids in formulating adequate and comprehensive administrative plans.

Kinds of Reserved Sites.

Two classes of reserved sites are recognized:

First, administrative sites, which include all areas reserved for the purpose of facilitating the ordinary administration, protection, and improvement of the forests by forest officers, such as ranger stations, summer pastures, lookout stations, and other similar purposes.

Second, public service sites, which embrace all areas needed for the proper utilization of national forest resources, such as camp grounds, water holes, mill sites, and like uses.

How Reserved.

The use or occupancy of a given tract of land for any of the above purposes is the most simple and effective form of reservation. Next to this is a formal dedication of the area to a specific use in the future by plans proposed and approved. Not all reserved areas are made a matter of formal record or posting. In a certain sense all national forest lands are reserved for public service purposes, and any area may be used for the purposes enumerated. Special reservation is necessary only where there may be some other demand for the land, and only areas which may possibly be later claimed or coveted for private purposes require the protection of a recorded dedication. Such special reservation is accomplished by use or dedication inside the forests, or use or Executive order outside the forests. In either case it should be made a matter of formal record.

ADMINISTRATIVE SITES

Policy in Selecting.

Administrative sites should be held or selected only in accordance with carefully prepared plans based upon present and reasonably probable future requirements for protective and other administrative activities. The needs of the forests should be carefully analyzed and the administrative site plan based upon its apparent organizational requirements. Agricultural lands, otherwise listable, should be reserved only when clearly needed. Land located in a mineralized region, but not known to be valuable for mineral, may be selected as the actual needs of the Government may require. Great care should be exercised in making such selections so as to avoid, so far as possible, conflicts with future as well as present mining locations.

Permanent sample plots of the regional forest experiment stations may be set aside as administrative sites when such action will assist in the preservation of the areas.

Number and Extent of Administrative Sites.

The number of administrative sites will be confined to the minimum required for the present or reasonably established prospective needs of the service. The mere possibility of need of a given tract for administrative site purposes in the remote future does not justify its retention. The requirement need not be immediate, but must be certain and apparent to warrant selection now. Should the future demands of the service require the establishment of sites additional to those now needed they may be selected as occasion arises.

Tracts withheld as administrative sites should be restricted in extent to the area actually required for the reasonable accomplishment of the purposes for which they are reserved. No fixed acreage can be adopted for the different kinds of sites, but various conditions, as soil, climate, and character of use, must be considered in determining the size of the area to be retained in any particular case.

Limitation of Selectable Lands.¹⁵⁶

No tract for which an appeal from the classification is pending will be selected.

If an area actually needed for administrative-site purposes is covered by a claim believed to be invalid, a report on the claim may be made in accordance with the procedure prescribed under "Claims."

Where an improved claim is desired for administrative-site purposes and the purchase of improvements by the Government is contemplated, such purchase must not be made until specifically authorized by the Forester, and no steps should be taken to effect a relinquishment of the claim until such approval is obtained. In determining the amount to be paid for such improvements, their reasonable value to the Forest Service, and not their original cost to the claimant, should govern. No consideration can be given for the value of the land, since its title is in the United States.

Unsurveyed lands within the primary limits of railroad grants which, when surveyed, are likely to fall within railroad sections should not be selected if it is possible to find other areas, and where such lands are selected they will be subject to any rights which may accrue to the railroad by reason of survey and patent.

The selection of a site within a withdrawal for reclamation purposes will not be made until the district forester is informed by the proper project manager of the Reclamation Service that the use of the land for an administrative site will not conflict with the purposes for which the land is withdrawn.

If suitable sites can not be found within the forest, vacant and unappropriated public land outside may be recommended for withdrawal under the act of June 25, 1910 (36 Stat. 847), or privately owned lands may be recommended for purchase under the act of March 3, 1925 (43 Stat. 1132).

Recommendation for selections should be made by rangers to the supervisor as the need arises or becomes apparent, but no station may be selected or posted except pursuant to specific authorization by the supervisor.

Purchases and Donations under Section 5, Act of March 3, 1925 (43 Stat. 1132).¹⁵⁶

Where purchases are desired under this act, the supervisor should so advise the district forester and show the need for acquiring the particular tract, that other publicly owned lands are not available, that the price is reasonable, and that no more suitable tract could be acquired. The purchase will be considered in the office of operation and, if approved, will be included in the annual estimate letter with such data as will enable the Forester's Office to debit the project against the statutory limitation of \$2,500 provided in the act. The annual allotment letter from the Forester will show what purchases are approved for the fiscal year to which the letter relates. On receipt of that letter the further consideration of the purchase will be handled in the office of lands, where a proper deed will be drawn, with the assistance of the assistant to the solicitor, in accordance with the requirements of the law of the State in which the land is located. The deed, when executed, should be accompanied by an abstract of title from a reliable abstract company. The deed and evidence of title should be submitted to the assistant to the solicitor for his approval, and if the title is found satisfactory the deed may then be recorded and the abstract of title brought down to cover the date of recordation. When the evidence of title is found satisfactory by the assistant to the solicitor, and that there are no liens against the property, the deed and evidence of title, with other papers, should be submitted to the Forester for final approval by the solicitor and acceptance of title by the Secretary of Agriculture. Care should be taken in submitting each case of this kind to the Forester for final action that a sufficient report accompany it to explain to the Secretary of Agriculture the need for the purchase and that the price proposed to be paid is reasonable. Payment for the land may be made by the district fiscal agent after notice is received that the purchase is approved by the Secretary of Agriculture and that safe title is in the United States.

Where donations are offered, the same procedure respecting the transfer of title will be followed as is prescribed for purchases.

Selection of Sites Within National Forests.

When it is decided by the supervisor that any tract is desirable and needed for administrative site purposes, the status of the land will first be ascertained and, if the area is subject to selection, it will be immediately located by legal subdivisions, if on surveyed land, or by metes-and-bounds survey, if on unsurveyed land, in accordance with the "Instructions for Making Forest Surveys and Maps." The site will be conspicuously posted with the Forest Survey notices (Form 263) as soon as located. If necessary, and the status of the land shows the tract to be selectable, posting may be done before survey. Each site must have a distinctive name. A report in duplicate (Form 271) will be submitted to the supervisor by the forest officer who locates the site. A map in duplicate (Form 878a) and, if a metes-and-bounds survey is made, field notes in duplicate must accompany the report. If the supervisor, after checking it to determine the accuracy of the status description and survey, approves the report, he will note his approval thereon, prepare a folder for the record and record the selection in the status record township plat (Form 123). Folders will be arranged alphabetically in an "Administrative site" file. Selections will be noted on the Form 123 in the following manner:

Selections or withdrawal proposed-----	{ Outlined in pencil, given key number, and noted on margin of page.
Selections approved by district forester or with withdrawals effected.	{ Outlined in red crayon, and given key number in red ink.
Release or cancellation proposed-----	Outlined in black pencil.
Sites released or canceled or selection disapproved by district forester or withdrawal refused.	{ All markings except marginal notes erased.

When the site selected is on national forest land, the supervisor, after indorsing his approval on both copies of the report, will submit them together with two copies of the field notes, if any, and one map, to the district forester. If the selection is approved by the district forester, he will indorse his approval on both copies of the report, and the site will be indexed and recorded in the appropriate forest status record of the district office, following the method prescribed for the supervisor's office. Three blue prints from the tracing (Form 878a) will be prepared and the original approved report, map or tracing, and two blue prints, one for the supervisor and one for the ranger, will be returned to the supervisor. Upon receipt of the approved report by the supervisor, definite record of the site will be made on the administrative site index sheet (Form 124a) in the front of the status record. The index sheet will show, by proper headings, the index number of each site serially from 1 up, the name of the site, its area, the date of approval of selection by the district forester, or the date of withdrawal if outside the forest, and in case of release of withdrawal or cancellation of selection, the date thereof. For the purpose of facilitating the preparation of statistical reports, the district forester may require the keeping of other records supplemental or additional to the index sheet.

Selection of Sites Without National Forest.

When the site selected is on vacant and unappropriated public land outside a national forest the procedure prescribed will be followed in selecting, locating, and reporting upon the site; but the report when submitted to the district forester must be accompanied by a letter from the supervisor, stating the urgent need for withdrawing the site and that there is absolutely no tract within the forest boundaries suitable for the purpose desired. Only such tracts as can be described by legal subdivisions or approximate legal subdivisions should be recommended. If the district forester approves the selection, he will submit to the Forester the report and supervisor's letter, together with the original and two copies of a letter to the Secretary of the Interior, prepared for the signature of the Secretary of Agriculture, recommending the withdrawal. The letter to the Secretary of the Interior must contain a statement that there is no land within the forest boundaries suitable and available for the purpose involved. When final action has been taken the papers will be returned to the district forester.

If the Forester disapproves the selection, the papers will be accompanied by the original and one copy of his disapproval. If the site is recommended for withdrawal, the papers will be accompanied by a copy of the Secretary's letter.

The supervisor will forward to the district ranger a copy of the Executive order when it is received in addition to other papers usually sent in such cases.

Revocation of Withdrawals.

Administrative sites which have been withdrawn by the Secretary of the Interior or by Executive order may be revoked in whole or in part by the Secretary of the Interior or by an Executive order, as the case may be.

The supervisor will submit to the district forester a letter recommending the revocation which will identify the site by name, description, and location, and which will give the reasons for the recommendation and, if located outside of a national forest, state whether the site is valuable for water-power purposes. The district forester will prepare and submit to the Forester a letter to the Secretary of the Interior for the signature of the Secretary of Agriculture, recommending the revocation of the withdrawal. The letter to the Secretary of the Interior must give the name of the site, the date of withdrawal, a description of the land withdrawn, if surveyed, and, if unsurveyed, its approximate location by metes and bounds, including the meridian, the name of the national forest and State, and the approximate number of acres included. The Secretary's letter will be accompanied by the supervisor's letter and, if necessary, by a memorandum from the district forester to the Forester. The subsequent procedure will be the same as when a withdrawal is recommended.

Closing Administrative Site Cases.

Whenever the need for a site ceases the supervisor will report the fact to the district forester and recommend cancellation or release, as the case may require. Where improvements have been placed upon the area the case will not be closed in the district office until final action has been taken relative to the sale or other disposal of the improvements. In his report recommending cancellation or release the supervisor will, whenever improvements are involved, give specific information as to the appraised sale value of each improvement on the site, the probability of effecting a sale and the names of possible purchasers, if a sale is deemed expedient, or if a removal rather than a sale of the improvements is deemed advisable, the reasons therefor will be stated. If the district forester approves the report, he will issue appropriate instructions to the supervisor for the disposal of the improvements. Only such improvements as are severable and removable from the land will be considered. If the sale be directed, the procedure will be as prescribed under "Condemnation of property having a sale value" in the administrative section of the manual.

In the district office an administrative site case will be closed (1) when a selection proposed is disapproved, (2) when a selection is canceled, or (3) when notice of the revocation of a withdrawal is received. In the supervisor's office the case will be closed when notice of final action respecting it is received from the district office by the supervisor, the closure has been noted on his records, and notice of closure is sent to the district ranger. Upon receipt of such notice the district ranger will close the case on his records and thereupon promptly remove any notices that may have been posted on the tract.

Annual Report by Supervisor and District Forester

Supervisors will include in their statistical report (Form 446) to the district forester, due on January 15, a statement for the preceding calendar year of administrative sites. Annually, on February 1, the district forester will submit to the Forester, on standard atlas pages, a report on administrative sites. The report will be in the form prescribed in advance by the Forester.

Water Reservation and Appropriation

It is not legally necessary that the United States Government should meet the requirements of State law in the appropriation of water for use on an administrative site for domestic or irrigation purposes, but appropriation and recordation under State law is in the end the cheapest, most expeditious and most permanent procedure that may be followed, adding to the superior rights of the Government all the benefits and advantages available to the private appropriator. In recognition of this fact, all appropriations of water for use by the Forest Service will be made and recorded in conformity with the provisions of the State laws.

A full report showing the nature and need of a proposed appropriation will be submitted to the regional forester. If in the judgment of the regional assistant to the solicitor the proposed filing is in due form and the interests of the Government will not be adversely affected thereby, the regional forester may authorize the supervisor to make the appropriation. Reimbursement will be allowed for all proper expenses incurred in meeting the requirements of the law. The regional foresters will issue separate circulars to the supervisors in each State in their respective jurisdictions, fully explaining the requirements of the State law and embodying such forms as it may be necessary for the forest officers to use. By the act of August 30, 1890 (26 Stat. 391), rights of way for ditches and canals constructed by the authority of the United States are reserved in all patents issued west of the one hundredth meridian.

PUBLIC-SERVICE SITES

Tracts which must be retained under the control of the Government for saw-mills, banking grounds, and other purposes incidental to the cutting, removal, or management of national-forest timber; for lambing grounds, watering places, driveways, etc., affecting the management of the grazing resources of the forests; for the protection of watersheds on which the water supply of municipalities depends; and for recreational and similar purposes, will, when necessary, be posted or selected as public-service sites. Areas so withheld are distinct from administrative sites reserved for the protection and proper administration of the forests.

The indiscriminate posting and selection of tracts having merely a conjectural value for public-service purposes is inadvisable. Land classified as non-agricultural is sufficiently protected by the classification for ordinary public-service purposes except when situated in a mineralized region. Hence, only those areas which have possible agricultural or mineral value, and are obviously very necessary in connection with the proper utilization of national forest resources, need be selected, posted, and recorded as public-service sites.

Tracts obviously needed for public-service purposes, but which, because of their situation in a mineralized region or some other reason, are liable to be located or claimed under any of the land laws of the United States applicable thereto, should be prominently posted by reserved site notices, Form 263a, but formal survey and selection will not be made unless specially directed by the regional forester.

The general procedure prescribed for the selection, approval, and recording of administrative sites will apply to public-service sites, except that reserved-site notices, Form 263a, will be used for posting. Each selected tract will, after approval by the supervisor, be entered on the status record (Form 123) by outline in dark-green crayon and its designation shown in green ink. An index sheet similar to that for administrative sites will be provided in both the regional office and the supervisor's office and a separate "Public-service site" file will be kept in which the cases will be filed alphabetically. After the report has been approved by the regional forester, the tract will be crosshatched dark green on the status record.

No consideration will be given to public-service sites in the statistical report (Form 446) unless specially directed by the Forester.

Sanitation.

For instructions in regard to sanitation on either administrative sites or on public-service sites see Regulation P-4, "Protection of the public health," in the administrative section of the manual.

RESEARCH RESERVES AND PRIMITIVE AREAS^a

REGULATION

REG. L-20.^b The Forester shall determine, define, and permanently record a series of areas of national forest land to be known as experimental forests, sufficient in number and extent adequately to provide for the experimental work necessary as a basis for forest production or forest and range production in each forest region, these areas to be dedicated to and used for research; also where necessary a supplemental series of areas for range investigations to be known as experimental ranges; and a series to be known as natural areas sufficient in number and extent adequately to illustrate or typify virgin conditions of forest or range growth in each forest or range region, to be retained in a virgin or unmodified condition for purposes of science, research, and education; and a series of areas to be known as primitive areas, and within which will be maintained primitive conditions of environment, transportation, habitation, and subsistence, with a view to conserving the value of such areas for purposes of public education and recreation. Within any areas so designated, except for permanent improvements needed in experimental forests and ranges, no occupancy under special-use permit shall be allowed, or the construction of permanent improvements by any public agency be permitted, except as authorized by the Forester or the Secretary.

RESEARCH RESERVES

Purpose.

To permanently preserve in an unmodified condition areas representative of the virgin growth of each forest type within the national forests, to the end that its characteristic animal and plant life and soil conditions, the factors influencing its biological complex, shall continue to be available for purposes of science, research, and education.

Number and Extent.

A sufficient number of research reserves should be established to insure the preservation of virgin areas typifying all important forest conditions in the United States and permitting continuity of study to climax types. Probably a half dozen such areas will be required in each forest region. Each experimental or demonstration forest should embrace one. If, however, a forest type adequately is represented in some other permanent form of reservation, such as a national park, a duplication of it in a national forest may be unnecessary.

Since undue conflict with industrial or economic needs would threaten the permanency or stability of the research reserves, they should, where practicable, be located where there is least probability of such conflict and be confined to the minimum area within which their full purpose can be realized; but they should not be so restricted as to minimize their scientific value. The area essential to the maintenance of virgin conditions over any material length of time will vary with the type of forest involved, or possibly with climatic and topographic conditions, but under average conditions 1,000 acres would be about the minimum.

Utilization of Research Reserves.

Within research reserves scientific and educational use will be dominant. Industrial utilization of resources will be prohibited except in the rare case where its employment under careful restriction is necessary to work out a scientific problem. General or promiscuous public use will be incompatible with the scientific use of the area and, so far as practicable, should be carefully regulated and restricted. Present laws are inadequate to permit total

^a Amdt. No. 180, effective July 15, 1929.

^b Amdt. No. 245, effective Aug. 7, 1930.

exclusion of the public or prevent the location of mining claims or the establishment of easements under public land laws, but once the required system of research reserves has been defined legislation to safeguard them should be obtainable from Congress.

Scientific Value Dependent Upon Permanency and Stability.

The highest value of research reserves can be maintained only by stable and immutable plans of management, consequently no changes shall be made in boundaries or conditions of utilization without the prior approval of the Forester, which will not be granted unless there is certainty that the change will not react adversely upon the plans of the Forest Service or of any related research agency.

Availability of Research Reserve to Other Research Agencies.

While research reserves will be established primarily to meet the needs of the Forest Service, their use by other research or educational agencies for purposes which do not conflict with Forest Service projects shall be allowed under appropriate cooperative agreements approved by the Forester.

EXPERIMENTAL FORESTS ^a

Purpose.

The purpose of experimental forests is to make permanently available for silvicultural, range, products, and other related forest research carefully selected areas as fully representative as possible of conditions in important parts of forest regions and large enough to meet present and foreseeable future needs. In essence these areas are field laboratories for intensive investigative work. In the interest of results of the greatest breadth and reliability, of protection, of efficiency, and of the best working conditions for the investigative staff, the work of forest experiment stations will be concentrated as fully as possible on them.

A secondary and incidental but hardly less important purpose is to provide for the demonstration of results, favorable and otherwise, of widely varying silvicultural and other forest practices.

Assured provision for the best possible field laboratories for research is so vital to sound national forest administration and to the development of private forestry that the selection of necessary areas is made a part of Forest Service policy and procedure under mandatory instructions from the Secretary of Agriculture.

Number, Character, and Extent.

The McSweeney-McNary Forest Research Act specifies 12 or 13 forest regions in the United States proper, in each of which a forest experiment station is to be established. So far as can now be foreseen, from 5 to 10 experimental forests will ultimately be required in each region, with an average of about 8. The area of each of these forests should range from about 1,500 acres as a minimum to about 5,000 as a maximum, and average about 3,500 acres, exclusive of natural areas. They should be large enough to provide adequately for present and foreseeable future work. They should be small enough to avoid all unnecessary burden of administration. Size should be governed primarily by the complexity of the type and the growth rate of tree species. The simpler the type and the higher the growth rate the smaller the area that will be required.

Each experimental forest should be as fully representative as possible of the conditions in important subregions. More specifically this means adequate representation of forest types and sites, of the conditions which underlie types and sites, such as soils, climatic variations, altitudinal range, etc., and of the older age classes particularly. Accessibility is an important consideration, for

^aAmdt. No. 246, effective October, 1930.

the marketing of forest products to permit intensive silvicultural experimentation, and for ease of access to visitors and to the investigative staff. Accessibility may require both satisfactory automobile roads, and railroads, or drivable streams. Assurance of protection against fire may also be a factor of importance in location because the cumulative investment of large numbers of investigative projects will soon far exceed the intrinsic value of the timber stand itself.

Where it is not possible to find a satisfactory representation of conditions in one area it may be advisable to select two or even three areas within easy working distance of an experimental forest headquarters.

Each experimental forest should, wherever possible in the interest of greatest representation of conditions for scientific work, include in addition to the area already specified a natural area of the character provided for below.

Other Considerations.

The selection of experimental forests should be carried forward rapidly enough so that the value for research of the most suitable areas will not be seriously reduced, or destroyed for many years, by timber cutting. It will be far better to select, designate, and hold such forests over a long period of years without any work in them than to lose them altogether for research or to have their value greatly impaired. While the investigative work of the Forest Service is being built up as rapidly as funds and competent men can be obtained, it will probably be a good many years before the resources will be large enough to carry out a large-scale program on the number of experimental forests for each region indicated. Immediate or even future returns to the Treasury in the cutting of timber for profit is not a valid reason for excluding from experimental forests areas needed for that purpose. The use of such areas for research should establish a sound scientific basis for future national forest practice and that on private lands, and hence greatly increase the returns on all forest lands. Similarly, sustained yield should be incidental. The primary purpose in the handling of experimental forests should be to install and maintain the series of investigative projects which seem most necessary as a foundation for good silviculture, etc.

Where suitable areas for experimental forests can not be found on existing national forests, consideration should be given to the acquisition of suitable areas by gift under the provisions of section 5 of the act of March 3, 1925 (43 Stat. 1132), by exchange or as a last resort by purchase.

Jurisdiction and Administration.

Although experimental forests will be set apart and dedicated to research, they will remain an essential part of the national forests in which they are located. They will have something of the same status as areas for which special uses are granted and special activities authorized. Receipts will be credited to the national forest in which they are situated and reported with those of the national forest.

The responsibility for protection against fire should rest primarily upon the administrative staff of the national forests in which they are situated. Since the investigative work will represent a rapidly increasing investment, especially intensive plans for protection should, as soon as possible, be worked out in cooperation by the administrative force and the staff of the experiment station concerned and put into effect. In this protective scheme the custodial staff of the experiment forest should be made an essential part.

The permanent improvement plan should also be worked out by the administrative and research staffs in cooperation. Ordinarily, where investigative work on any scale is under way, the plan will need to be more intensive than that on the surrounding forest. Supervision of the construction of the improvement projects agreed upon should be worked out by mutual agreement in accordance with the most effective plan under existing conditions.

The director of the experiment station should be held responsible for timber cutting and range or other use of the experimental forest, solely to insure the

conduct of the work in the manner required for the investigative purpose in view, and to establish clear-cut responsibility. This involves such questions as the making and supervision of timber sales, grazing permits, etc., which will ordinarily be small. In some cases it may be desirable to work out arrangements where members of the administrative force will scale timber, etc. Where there is joint range use of national and experimental forest areas the plans of joint use, including the issuance of permits, will be worked out cooperatively by the supervisor and director.

Since the primary purpose of experimental forests and experimental ranges is research and an important incidental use is the demonstration of investigative results, general or promiscuous public use should be restricted as far as practicable, and if this is impossible, should be carefully regulated. Present laws are inadequate to permit whatever exclusion of the public may be desirable, or to prevent the location of mining claims or the establishment of easements under public land laws. Once the required system of experimental forests and ranges has been thoroughly crystallized, however, legislation to safeguard them should be obtainable from Congress.

EXPERIMENTAL RANGES

Experimental forests may in many instances be suitable also for range investigations. Where they can be used for the latter purpose it will help to insure the working out of underlying relationships between forest and range management. Prospective use for both classes of research may make it necessary to select somewhat larger areas than for silvicultural research alone.

In some cases, however, it will be necessary to select for experimental ranges areas which contain no timber stands. Much the same principles as those already outlined for selection, use, etc., will apply. It may be necessary, however, in some instances to select somewhat larger areas. There will not be the same need for setting aside areas much in advance of the time when they are to be used for research.

NATURAL AREAS

Purpose.

Permanently to preserve in an unmodified condition areas representative of the virgin growth of each forest or range type within each forest region so far as they are represented within the national forests, to the end that its characteristic plant and animal life and soil conditions, the factors influencing its biological complex, shall continue to be available for purposes of science, research, and education.

Number and Extent of Natural Forest Areas.

A sufficient number of natural areas should be established to insure the preservation of virgin areas typical of important forest conditions in the United States and permitting continuity of study to climax types. Probably a dozen such areas will be required in each forest region. If, however, a forest type is adequately represented in some other permanent form of reservation such as a national park, duplication in a national forest may be unnecessary.

Since undue conflict with industrial or economic needs would threaten the permanence or stability of the natural area, they should where practicable be located where there is least probability of such conflict and be confined to the minimum area within which their full purpose can be realized; but they should not be so restricted as to minimize their scientific value. The area essential to the maintenance of virgin conditions for any material length of time will vary with the type of forest involved or possibly with climatic and topographic conditions, but under average conditions 1,000 acres would be about the minimum.

Wherever possible a natural area should be established in connection with each experimental forest and in addition to the area required for the latter. Where this is not possible and not natural area is available, it may be highly desirable to add to the experimental forest an area in which the timber is not yet mature, to be maintained without use so that in time it will develop into a natural area. Where suitable natural areas are not already included in national forests, acquisition by other means suggested under "Experimental forests" should be considered.

Number and Extent of Natural Range Areas.

The general principals governing the selection of natural range areas should be the same as those for timber areas. The number needed for each region will probably vary between 10 and 20. Under average conditions 100 acres would be about the minimum which could be depended upon to insure the preservation of virgin conditions. Where possible, natural forest and range areas should be combined in the same tract.

Utilization of Natural Areas.

Within natural areas scientific and educational use will be exclusive. The cutting of timber, and as soon as possible grazing use also, should be prohibited. General or promiscuous public use will be incompatible with the scientific use of the area, and should be restricted as far as practicable; and if this is impossible, carefully regulated. The present laws are inadequate to permit the total exclusion of the public or prevent the location of mining claims or the establishment of easements under public land laws. Once the required system of natural areas has been defined, legislation to safeguard them should be obtainable from Congress.

Scientific Value Dependent Upon Permanency and Stability.

The highest value of natural areas can be maintained only by the total exclusion of all forms of use. Consequently no utilization shall be authorized or changes made in boundaries without the prior approval of the Forester, which will not be granted unless there is certainty that the change will not react adversely upon the plans of the Forest Service or of any related research agency.

Availability of Natural Areas to Other Research Agencies.

While natural areas will be established primarily to meet the needs of the Forest Service, their use by other research or educational agencies for purposes which do not conflict with Forest Service projects shall be allowed under appropriate cooperative agreements approved by the Forester.

PRIMITIVE AREAS

Purpose.

To prevent the unnecessary elimination or impairment of unique natural values, and to conserve, so far as controlling economic considerations will permit, the opportunity to the public to observe the conditions which existed in the pioneer phases of the Nation's development, and to engage in the forms of outdoor recreation characteristic of that period; thus aiding to preserve national traditions, ideals, and characteristics, and promoting a truer understanding of historical phases of national progress.

Number and Extent.

The number of primitive areas to be designated, and the area to be included therein will be determined by the relative public need for this form of land service as against the public need for modern types of transportation, living accommodations, and outdoor recreation, or for the complete and intensive industrial or commercial utilization and development of natural resources. Where doubt exists as to the highest form of service, ordinarily it will be resolved in favor of maintaining primitive conditions.

Utilization Policy.

The establishment of a primitive area ordinarily will not operate to withdraw timber, forage, or water resources from industrial use, since the utilization of such resources, if properly regulated, will not be incompatible with the purposes for which the area is designated. Where special circumstances warrant a partial or complete restriction of the use of timber, forage, or water, that fact will be set forth in the plan of management for the area.

Neither will the establishment of a primitive area result in any reduction in the standards of fire prevention warranted by the existing circumstances. Roads, trails, telephone lines, lookout towers, etc., required to give the area adequate protection will be installed as in other similar national-forest areas, but with due regard to the preservation of primitive values.

Road or trail construction, other than that required for fire prevention, administration, or forest utilization, will be confined to the minimum. Occupancy under special use permits also will be held to the minimum. The exact nature of the special uses to be allowed within a given area will be specified in the plan of management, but as a general rule no hotels, resorts, permanent commercial camps, summer-home communities, individual summer homes, or commercial enterprises will be authorized within designated primitive areas. The objective of management of such areas will be to maintain primitive conditions of transportation, subsistence, habitation, and environment to the fullest degree compatible with their highest public use, and management plans should be shaped accordingly.

PROCEDURE

Experimental Forests and Ranges.

The regional forester and the director of the experiment station should appoint a joint committee with representatives of both organizations to examine and report upon proposed experimental forests and ranges. Wherever it is desirable, representatives of regional advisory councils or of outside research agencies may be asked to serve on such committees. If areas agreed upon are concurred in by the regional forester and the director of the forest experiment station, joint reports should be submitted to the Forester. In case agreement can not be reached, separate recommendations may be submitted by either. For each such area a report shall be submitted covering: (a) The relation of the area to the research work of the region and its needs in connection therewith; (b) data corresponding to that required by paragraphs 1, 4, 5, 6, 7, 8, 9, 10, 12, and 13 of pages 52-L and 53-L of the Manual; (c) relation of proposed area to the future use of the resources of the adjacent national forest lands. Upon approval of the report by the Forester the regional forester will cause the approved area to be appropriately recorded in the work plans of the forest or forests in which it is located. Provision should be made for plainly marking the boundaries of the area on the ground. Plans for the management of the area will be prepared by the director of the experiment station sufficiently in advance of the initiation of investigative work on any scale to insure the logical use of the area.

Natural Areas.

A joint committee, similar to that for experimental forests and ranges, should examine and report upon proposed natural areas. If the areas recommended are concurred in by the regional forester he should submit a suitable recommendation to the Forester for each such area. For each such area the report should cover the subjects indicated under experimental forests and ranges, and in addition, a plan of management of the area. Upon approval of the report by the Forester, the regional forester will cause the approved area to be appropriately recorded on the work plan of the forest or forests in which it is located, and provide for the suitable designation of the boundaries on the ground; after which its management and use shall conform strictly to the plan of management approved by the Forester. No departures from the plan shall be made except by prior authority from the Forester.

Primitive Areas.

The regional forester shall determine and recommend the areas to be designated as primitive areas. For each such area a report shall be submitted setting forth (a) the reasons for the proposed designation; (b) data corresponding to that required by numbered paragraphs 1, 4, 5, 6, 7, 8, 9, 10, 12, and 13 of pages 52-L and 53-L of the Manual, and (c) a detailed and specified plan for the management of the area which shall show (1) the extent to and conditions under which the timber, forage, or water resources are to be utilized; (2) the permanent improvements which will be constructed by the Forest Service or its cooperators for the proper protection, use, and management of the area, and (3) the character, extent, and location of the special-use occupancy to be allowed. Upon approval of the report by the Forester, the regional forester will cause the approved area to be appropriately recorded on the work plans of the forest or forests in which it is located, and provide for the suitable designation of the boundaries on the ground; after which its management and use shall conform strictly to the plan approved by the Forester. No departures from the plan shall be made except by prior authority of the Forester.

STATUS

Status Record.

A status record will be kept by each forest supervisor. The maintenance of a comparable record in the district office will be left to the discretion of the district forester. The maintenance of ranger district status records in field status books, Form 499, will be optional with the supervisor. Settlement tract books will no longer be maintained but those hitherto in use will be permanently preserved for their record or historical value.

Arrangement of Status Record.

The status record shall consist of a series of Forms 123a, arranged in a wing binder, and shall be maintained in conformity with the instructions on Form 123b. To facilitate reference, the color check status of a given township will be recorded on the back of one sheet, the written status on the face of the sheet following. The sheets, Form 123a, should be arranged in the binders, first, in the order of the townships north and south, and then in the order of their ranges east and west, thus:

T. 1 N., R. 1 E., R. 2 E., R. 1 W., R. 2 W.
T. 2 N., R. 1 E., R. 2 E., R. 1 W., R. 2 W.
T. 1 S., R. 1 E., R. 2 E., R. 1 W., R. 2 W.
T. 2 S., R. 1 E., R. 2 E., R. 1 W., R. 2 W.

The "letter symbol status legend" will be used in all written status reports on Forms 301 and 31a. The "color check status legend" will be used in making status reports on township diagrams.

Securing Status.

When convenient, status may be secured from local land offices, either by personal inspection of the records or by request on Form 31. Requests for status not obtainable from the local land office will be submitted by the supervisor to the district forester who, if unable to furnish the status from his records, will make request on Form 31a to the Forester for a report. No letter need be used in making requests to the Forester, but any explanation which may be necessary may be made in the space provided for this purpose on Form 31a. The request will be returned with the status report (Form 301). No letter of transmittal will be written but any explanation necessary will be made by memorandum, referred to by rubber stamped indorsement on the form.

Extension of Public-Land Surveys.

Every extension of public-land surveys should be recorded in the status record. Notification from the Commissioner of the General Land Office that he has approved the plat and field notes of the surveyor general of an extension of the public-land survey over lands within a national forest, when received by the Forester, will be forwarded, with stamped indorsement, to the district forester concerned, who will make appropriate record of the extension and in turn forward the notice to the supervisor, who will also record the extension of surveys in the status record for his forest.

CLAIMS

REGULATIONS

Relinquishments.

REG. L-17. No forest officer shall request a homestead entryman to relinquish his claim or suggest for any reason whatsoever that such a course is desirable. If any homestead entryman voluntarily offers to relinquish his claim, the forest officer may suggest that the relinquishment be transmitted to the local land office, but shall not encourage this to be done. Forest officers who receive by mail relinquishments from claimants must return the same, with the suggestion in every case that if the entryman desires to relinquish he should send the relinquishment to the local land office. No forest officer shall be a party to a compromise whereby any claims or trespass case is settled by requiring the claimant to relinquish a claim to the United States.

When relinquishments are offered which cover lands needed for administrative purposes, and when it is desired to pay the claimant for improvements thereon, a recommendation, accompanied by the reasons in each specific case, shall be submitted to the Forester, who may authorize the purchase of the improvements upon the filing of the relinquishment in the local land office.

REG. L-18. Whenever the Secretary of Agriculture shall determine that the use of any portion of the surface of the lands included in a mining location within a national forest is required for the administration, protection, or improvement of the national forest, and may be so used without interfering with the development of the mineral resources of such claim, such lands shall, prior to the allowance of mineral entry, be subject to use by the United States, or its permittees, for the purposes named.

GENERAL INSTRUCTIONS

Land Subject to Appropriation.

No lands reserved, or withdrawn, for national forest purposes are subject to appropriation under the public-land laws except—

1. Lands classified by the Secretary of Agriculture as chiefly valuable for agricultural purposes and listed for entry under the forest homestead act of June 11, 1906.
2. Lands containing valuable deposits of minerals, subject to entry under the general mining laws. (Development and operation under one of the several acts which authorize the leasing of land containing oil, gas, sodium, phosphate, asphaltic materials, etc., gives no title to the fee and is not an appropriation.)
3. Lands required for rights of way, for which easements or limited fees may be secured under the various right-of-way laws.

Status of Prior Entries Under Other Laws.

The withdrawal of lands for national forest purposes, or their inclusion within a national forest, is always subject to valid existing claims and entries, consequently claims initiated under acts other than those applicable to national forest lands, prior to the withdrawal of the land for national forest purposes, may be perfected and patents obtained by compliance with the laws under which they were initiated.

Definition of Valid Claim.

A valid claim is one initiated in good faith under some act of Congress for the acquisition of title to public lands and continued by use consistent with the character of the claim and necessary for its actual development.

It is a fundamental requisite that all claims be initiated in good faith for the purpose contemplated by the law under which they are held. It is bad faith, for instance, to hold a mining or agricultural claim primarily for the timber thereon or to acquire a site more valuable for water power development than for purposes of the law under which it is entered. Where the land is held for the timber, for a hotel site, or other foreign use, and there has been no sincere compliance with

the requirements of the law under which the claim was initiated, it may be considered prejudicial to national forest interests.

Determination of Title to Claim.

The determination of questions involving title to unperfected claims in national forests is within the jurisdiction of the Secretary of the Interior.

Passage of Title by Patent.

The title of the United States passes with the patent, but delivery of patent is not necessary, since the title by patent is one of record and it relates back to the initiation of the claim and cuts off all intervening claims.

Passage of Title by Certification.

If a patent to public land is not expressly required by law, title passes fully by certification (as in the case of a land grant to a State). If, however, the certification is erroneous for any reason, patent may issue on a bona fide entry of record prior to or at the date of such certification.

How Patents May be Annulled.

A patent which fails properly to describe the land may be surrendered and a new patent will issue to correct the mistake. But a patent can be invalidated without consent of patentee by judicial proceedings only. Proceedings to annul patents must usually be instituted in a court of competent jurisdiction within six years from the date of patent. The United States will not attack a regularly issued patent without a convincing showing that fraud was committed in procuring it, or that, through error, it described lands other than those it was intended to describe.

The right to bring suit in the name of the United States to set aside a patent exists only when the Government has an interest, or where the title has been secured by false and fraudulent evidence introduced to affect the judgment of the Land Office officials, or the Government is under obligation to make the title good. Suit to vacate a patent will be recommended to the Department of Justice by the Department of the Interior where it appears that the final proof was false or fraudulent; but such suit will not be advised where the evidence is not convincing or where the land is in the hands of an innocent purchaser without notice of the fraud.

Status of Lands After Cancellation of Claim.

Upon the cancellation of any claim to land within a national forest the land involved becomes part of the national forest, excepting canceled entries upon lands which while within the boundaries of the forest were not included therein by the conditions of the proclamation creating it, and also excepting claims erroneously covering parts of an odd-numbered section within the primary limits of a railroad grant or claims canceled by reason of the superior adverse claim of another.

Why Claims Are Examined by Forest Service.

The administration of the national forests is a duty imposed by law upon the Secretary of Agriculture. In order properly to discharge that duty, it is necessary that he ascertain the status of all lands within the national forests. The examination of claims within the national forests by forest officers is primarily in furtherance of this object. The information thus obtained is, as a matter of governmental economy, placed at the disposal of the Secretary of the Interior, upon whom rests the responsibility for determining the title to all lands within the national forests.

The department does not initiate contests against claimants who have lawfully entered lands in the national forests in good faith to secure a home or for other purposes recognized by law. No contest will be initiated because of slight technical noncompliance with the law. It is the purpose and intent, however, to protect the lands of the United States within the national forests from acquisition by those who do not seek them for purposes recognized by law. When it is apparent that an entry or a claim is not initiated in good faith and in compliance with the spirit of the law under which it is asserted, but is, from the facts, a subterfuge to acquire title to timberland, or to control range privileges, water, a water-power site, or rights of way or for other purposes not contemplated by the law under which entry was made, and as such actively and materially interferes with the essential interests of the national forest, a contest should be recommended, even if the technical requirements of the law appear to have been fulfilled. As to mining, it is recognized that good faith almost necessarily exists when the claims are located on untimbered and unwatered lands which control no means of access or rights of way and are valueless for any occupancy purposes.

WASHINGTON, D. C., *August 5, 1915.*

To the Commissioner, chief of field service, chiefs of field divisions, registers and receivers, General Land Office, Department of the Interior; the Forester, district foresters, Forest Service, the Solicitor, and district assistants to the Solicitor, Department of Agriculture.

GENTLEMEN: Better to effectuate cooperation in protecting the interests of the Government and settlers and other claimants to lands within national forests, the following order is made, effective on and after October 1, 1915, superseding order of November 25, 1910 (39 L. D. 374):

1. Hereafter when a person files application to make entry, or to amend an existing entry, embracing lands within a national forest, basing the right of entry, or amendment, on settlement prior to the establishment of the forest, the register and receiver will require such person to file with his application a statement under oath, in duplicate, containing his name and address, description and character of the land involved, the date he established residence on the land, his absence from the land, kind and character of improvements placed thereon, and the amount of land cleared and cultivated, accompanied by the affidavit, in duplicate, of at least one disinterested person, corroborating the statement. The register and receiver will immediately forward the duplicate of such statement and affidavit to the supervisor of the national forest in which the lands are embraced, with information as to the date of filing the application, the date of filing the township plat of survey covering the land, and any other facts of record affecting the application, and will suspend action on the application for 60 days, or upon the request of the forest supervisor, where climatic or other conditions require, for such time, not to exceed six months, as will enable him to make an examination of the claim, unless in the meantime they shall receive notice of no protest, as hereinafter provided.

2. The register and receiver in issuing notice of intention to make final proof upon claims, either mineral or nonmineral, within a national forest shall immediately furnish a copy thereof to the supervisor in charge of such forest, and other than to publish such notice and receive final proof will, except in mineral cases as hereinafter prescribed, suspend action on the final proof for 60 days from date thereof, or upon the request of the forest supervisor, where climatic or other conditions require, for such time, not to exceed six months, as will enable him to make an examination of the claim, unless in the meantime they shall receive notice of no protest, as hereinafter provided. In each case, however, where the register and receiver, upon examination of the final proof at any time after its submission, find it to be incurably defective, the same will be rejected and the Forest Service so advised, notwithstanding the time within which a protest may be filed hereunder has not expired.

3. The forest supervisor upon receipt of the statement mentioned in paragraph 1, or the notice mentioned in paragraph 2, will at once make investigation of the claim, and will submit to the district forester a report thereon, unless immediate investigation is impossible because of climatic or other conditions, when an extension of time will be requested as provided in paragraphs 1 and 2 hereof, and the investigation will be made and the report submitted as soon as possible within the period of extension. The district forester will promptly consider the report, and if of opinion that no protest should be filed will so advise the register and receiver. If the district forester is of opinion that a protest should be made, he will transmit the papers, to the district assistant to the Solicitor, who will prepare for his signature a protest, not under oath or corroborated, in which shall be plainly and briefly stated the grounds upon which the protest is based. The protest shall be filed in triplicate with the register and receiver of the proper local land office.

4. Upon receipt of the protest the register and receiver shall immediately forward a copy thereof to the Commissioner of the General Land Office, in accordance with Rule 4 of the Rules of Practice, and in every case immediately issue the notice required by Rule 5 thereof, accompanied by a copy of the protest, stating that unless the adverse party appears and answers the allegations of said notice within 30 days after service thereof, the allegations of the protest shall be taken as confessed. Upon the filing of the answer, the register and receiver shall set a date for a hearing, after consultation with the district assistant to the Solicitor, and notify parties as provided in the Rules of Practice. Upon failure of the claimant to appear at the hearing the allegations of the

protest will be taken as confessed. Hearings shall be conducted in accordance with the Rules of Practice. In other than mineral cases, action upon the application and upon the final proof, which may be offered in the usual manner, shall be suspended pending the final determination of the protest, except as provided in paragraph 2 hereof for the disposition of incurably defective proof. In mineral applications for patent the proof shall be considered on its merits, and, if found regular, certificate issued, but the claimant should be advised in such case that patent will be withheld by the General Land Office pending determination of the protest.

5. If no protest be filed within the time limit as provided in paragraphs 1 and 2 hereof, the register and receiver shall take appropriate action upon the application or the final proof. But in no case, in the absence of the filing of a protest or a no protest notice as hereinabove provided, shall patent issue until the Commissioner of the General Land Office is notified by, or ascertains from, the Forester that the claim will not be protested, as provided in paragraph 6 hereof.

6. A protest may be initiated against any claim, mineral or nonmineral, embracing lands within national forests at any time prior to patent, by the Solicitor or the district assistant to the Solicitor of the Department of Agriculture filing in the local land office, in triplicate, a complaint signed by the Forester or the district forester, not under oath or corroborated, setting forth clearly and briefly the grounds of the protest. Upon receipt of such complaint the register and receiver shall forward a copy thereof to the Commissioner of the General Land Office; issue the notice required by Rule 5 of the Rules of Practice, accompanied by a copy of the complaint; and arrange for a hearing, if applied for, as provided in paragraph 4 hereof.

7. In all hearings affecting lands or claims within a national forest the district assistant to the Solicitor will be entered of record as appearing in behalf of the Government, and will conduct the Government's side of the case.

8. Forest lieu and school selection cases will be handled by the chiefs of field division of the General Land Office in like manner as heretofore. The forest officers will, upon request of the chiefs of field division, render any assistance possible in the making of investigations, and the district assistants to the Solicitor of the Department of Agriculture will cooperate with the chiefs of field divisions in the conduct of hearings in such cases, and thereafter will take action in like manner as heretofore, including the taking of appeals to the Secretary of the Interior.

9. In all Government cases before registers and receivers involving lands or claims within a national forest, the district assistant to the Solicitor shall be served with copies of all answers, appeals, motions, orders, and decisions required to be noted under the rules in cases of private contests. The proper law officers of the Department of Agriculture shall also have a right of appeal from any decision by the Commission of the General Land Office and to file motion for rehearing in the Department of the Interior, or take other like action in the same manner as a private contestant, and shall receive like notices of proceedings and decisions: *Provided, however,* That the Department of Agriculture shall not be required to take formal appeals from decisions of registers and receivers.

10. Chiefs of field division and special agents will not hereafter take action in regard to any claims within a national forest, except as provided in paragraph 8 hereof, unless specifically directed by the Commissioner of the General Land Office or the Secretary of the Interior: *Provided,* That chiefs of field division may, on request of a district forester, assign mineral examiners to assist in the investigation of cases involving mining claims.

11. Costs of hearings will be paid from the appropriation for expenses of hearings in land entries as now provided for other Government contests. Prior to June 1 of each year the district assistant to the Solicitor will mail to the chief of field division in whose division the lands involved lie an estimate of the funds necessary to cover the hearings during the first quarter of the ensuing fiscal year. Like action will be taken on the first day of each month which immediately precedes the other quarters of the fiscal year. Such estimates should be accompanied by a list of the cases to be heard, which should include the names of claimants, local land office, and serial number of entry or application, and character of entries or filings. The chief of field division will transmit the lists and estimates received from the district assistant to the Solicitor to the Commissioner of the General Land Office at the same time he submits his estimates for hearings involving lands in his district outside of national forests. When these lists and estimates are received in the General Land Office the appropriation will be allotted for the quarter, and each chief of field division will be advised of the amount which will be allowed for forest cases, and he will advise the district assistant to the Solicitor thereof. Payment for the expenses of hearings from the appropriation so allotted will be made by special disbursing agents upon proper vouchers, as is now provided for Government contests in cases outside of national forests, but such vouchers must be approved by the district assistant to the Solicitor and by the chief of field division before payment is made.

Respectfully,

FRANKLIN K. LANE,
Secretary of the Interior.
D. F. HOUSTON,
Secretary of Agriculture.

Reports on Claims are Confidential.

In harmony with the practice of the General Land Office, all reports on claims made by forest officers must be held as confidential, and may be examined only by duly authorized officers and employees of the Government.

Squatters' Claims on National Forest Lands.

A squatter is one who settles upon a tract of unsurveyed public land with the bona fide intention to acquire title thereto under the homestead laws as soon as the land is surveyed and opened to entry.

No rights can be initiated in this way upon land which has been withdrawn for or included within a national forest. The occupancy of national forest lands except under special-use permit, or formal entry of lands listed under the act of June 11, 1906, is trespass, and will without delay be handled in accordance with the procedure prescribed under the regulations relating to trespass.

Squatters who settle upon land before its withdrawal for national forest purposes and who in good faith have maintained residence, improvements, and cultivation thereon since settlement, and who are awaiting public survey to make entry, have the same rights as a homestead entryman to occupy and enjoy their holdings, and so long as they substantially comply with the requirements of the homestead laws action by forest officers will be unnecessary.

Squatters may at their option await public survey of the lands occupied, with intent to perfect their entry under the general homestead laws, or may apply for the examination and survey of their lands under the act of June 11, 1906. Where the first course is followed, entry must be made within three months from the filing of the township plat in the local land office, or the prior right of entry may be forfeited. Where the second course is followed, the settler must accept the findings of the Secretary of Agriculture regarding the acreage of listable land, and by filing upon the area listed relinquishes any claim to lands other than those listed.

Actual residence in pursuance of an intention to remain is essential to the preservation of a squatter's right and failure to maintain such residence may result in the forfeiture of such right. The mere posting of notices of claim to a tract of land is not the basis of title and is insufficient.

Paragraph 1 of the joint regulations of August 5, 1915, provided that the local land officers will promptly advise a supervisor of the receipt of applications to enter land, based on settlement made prior to the establishment of the national forest. The supervisor will thereupon cause examinations and reports to be made in accordance with the procedure prescribed for reports on claims.

In the event that a squatter's claim is declared invalid by the Department of the Interior, further occupancy of the claim by the claimant is trespass, and in such case the supervisor will report the facts to the district forester with recommendations for the institution of trespass proceedings.

Mineral Claims.

Prospecting may be carried on without obtaining a permit except where the minerals sought are in the class disposed of under leasing laws. Mineral locations will not be examined prior to application for mineral patent, except where a report is requested by the Department of the Interior or where locations interfere with the administration of the national forest. No adverse report will be submitted to the Department of the Interior which has not been made by a man of acceptable technical or practical qualifications in mining work.

Use of Timber for Development of Mining Claims.

The locator or subsequent owner of a mining claim has a right to the use of sufficient timber from his claim for development purposes. This includes the timber for shafts and tunnels, wood for fuel, and material for the construction of such buildings as may be necessary as adjuncts to bona fide development. Timber, however, may not be cut from one claim to be used on another claim, even of the same group, unless its use tends to develop the claim from which it is cut, as well as the one on which it is used, except under free-use permit. (Regs. S-26 to S-32.)

A mining claimant has no right whatever to cut or remove timber from his claim for sale or for purposes other than the development of the claim, and such removal constitutes trespass (Reg. T-5), except where the removal of the timber reasonably in advance of the mining work is necessary to the development of the claim.

Mineral Deposits, Leasing of.

There are certain laws providing for the leasing of mineral deposits which may be found on national forest lands. The act of March 4, 1917 (39 Stat. 1150), authorizes the Secretary of Agriculture to permit the prospecting, development, and utilization of the mineral resources of lands acquired under the act of March 1, 1911 (36 Stat. 961), known as the Weeks law. For instructions respecting procedure under this law see Regulation L-6 and special rules.

The act of October 2, 1917 (40 Stat. 297), authorizes exploration for and disposition of potassium, and the act of February 25, 1920 (41 Stat. 437), provides for the leasing of coal, phosphate, oil, oil shale, gas, and sodium deposits on the public domain including national forests. Both of these acts provide for prospecting permits, which are issued by the Secretary of the Interior and allow prospecting for a limited period on designated areas. The permittee is given a preference right to obtain a lease. The act relating to potassium also contains a provision under which the permittee who discovers a valuable deposit of this mineral is entitled to a patent for not to exceed one-fourth of the land embraced in the prospecting permit. Applications for these permits and leases are filed in the proper local land office and the Forest Service receives notice of them through the General Land Office. Prospecting permits merely give the permittee a right to prospect for the mineral and do not authorize any other use of the land; therefore the Forest Service has no objection to the granting of these permits. The General Land Office will advise the Forester of such permits as may be granted and a copy of the permit, describing the lands affected, will be sent through the district forester to the forest supervisor of the forest affected.

Since leases run for a period of years it is important that consideration be given by the Forest Service to the effect the leases may have on national forest interests. The lease gives the right to extract the minerals with the further right to occupy such land as is necessary in carrying on the mining operations. It does not give a right to take timber or to make any use of the surface which is not in furtherance of the mining operation.

It is recognized that there may be local conditions which make it desirable to insert special stipulations in a lease. For that reason when the Forester receives notice from the General Land Office of an application for a lease this will be referred to the proper district forester and, in turn, to the supervisor of the forest affected for a report as to local conditions and such recommendations for protection of the forest as the supervisor sees fit to make. A general form of lease has been adopted by the Department of the Interior and will be used in all cases with such modifications as seem necessary in particular cases where national forest lands are affected. When a lease is entered into a copy of it will be furnished the Forester by the General Land Office, which will, in turn be forwarded through the district forester to the supervisor of the forest affected for his information.

TOWN SITES

Lands in national forests embraced in town-site settlements, made before the withdrawal of the land and creation of the forests, may, unless abandoned, be entered and patented under the town-site laws without regard to the period which has elapsed after their settlement or after the establishment of the forest, and without the necessity of eliminating the town-site area from the forest.

When it is desired to establish a new town site on lands within a national forest, a petition should be addressed to the district forester. An investigation will be made under his direction to ascertain if it is necessary and advisable to use such land for town-site purposes. If approved an Executive order to exclude the lands may be issued to enable the applicants to proceed under the town-site laws and the regulations of the Department of the Interior.

PROCEDURE ON NATIONAL FORESTS

Record of Claim in Supervisor's Office.

When a claims case is initiated the supervisor will make a folder for the case, which will be filed alphabetically according to the name of the claim or claimant. The maintenance of a card record of claims cases will be at the option of the district forester.

Statutory Period for Making Final Proof on Homesteads.

Under the forest homestead law entrymen are required to submit final proof within five years from the date of making entry. In cases where this is not done the supervisor will promptly report the fact to the proper local land office. If within one year from that date no notice is received of the making of final proof or the cancellation of the entry the case will be reported to the district forester in order that he may prepare a letter for the Acting Forester's signature addressed to the Commissioner of the General Land Office calling attention to the situation.

Protests and Contests.

It has been held by the Department of the Interior that the withdrawal of lands for and their inclusion in a national forest constitutes the Government an adverse claimant to the land, but no contest or protest against issuance of patent will be considered by the General Land Office unless specific charges are filed with that office, or a district land office, and adverse proceedings directed within two years after the date of issuance of final receipt, except as to mineral land entries, which are not affected by the two-year limitation. Reports should always be made as promptly as possible after notice of intention to make final proof is received. In cases where deficiencies in compliance are remediable by exercise of the Secretary of the Interior's discretionary authority, protests will be conditioned upon the nonexercise of such authority.

Correct Record of Condition on Homestead Claims.

Supervisors should keep district rangers informed of the initiation and location of all claims of this character. It is important to have complete information at hand regarding all homestead claims on the forests. Therefore, a record should be kept by each district ranger of the condition of all unpatented homestead claims in his district. If this information is compiled from time to time it will not be necessary to depend entirely upon the statements of settlers and local residents when formal reports are called for. Information so obtained should be filed separately by cases in the rangers' files. When possible, an annual memorandum report should be made by the district ranger on each unperfected homestead entry in his district. This memorandum report should be placed in the supervisor's files and should not be forwarded to the district forester. Reports should include material facts and give specific dates regarding residence and improvements, and should also include the names and addresses of witnesses who are familiar with the facts.

When Examination and Formal Report Will Be Made.

Examinations and reports upon claims will be made by forest officers under instructions from the forest supervisor. Such instructions will be issued:

- (1) Upon receipt from the local land office of notice of intention to make entry based on settlement prior to the establishment of the forest, or of notice of intention to submit final proof on an agricultural claim, or of notice of application for patent on a mining claim.

- (2) When claimants are making unlawful uses of claims or are holding them for unlawful purposes, or bad faith in connection with them is manifest, or when a trespass occurs upon or under color of a claim.

- (3) Upon request of the district forester.

Failure to Receive Notice from Registers and Receivers.

In cases where the supervisor fails to receive notice of intention to make entry, intention to submit final proof, or of application for mineral patent at the time of or soon after the beginning of the period of publication, he will report the fact to the district forester for appropriate action.

Action Upon Receipt of Notice of Final Proof or of Application for Mineral Patent.

Upon receipt from the register and receiver of copies of notices of intention to make final proof and of applications for mineral entry, the supervisor will secure such preliminary data as may be necessary and instruct the proper officer to examine and report upon the claim. In every case the required report should be submitted to the district forester at least 30 days before the expiration of time allowed under paragraphs 1 and 2 of the joint regulations of August 5, 1915. If supervisors find that they are unable to obtain reports and transmit them to the district forester within 30 days from receipt of notice, they should at once request the register and receiver for an extension of time as provided in the joint regulations. When an extension is requested, a copy of the letter to the register and receiver should be sent to the district forester.

Action Upon Receipt of Notice of an Order for Mineral Survey.

Upon receipt of notice of an order for mineral survey, which notice will contain the name and address of the mineral surveyor and of the claimant, and the name, survey number, and approximate location of the claim, the supervisor will, when practicable, instruct a forest officer to be present when the survey is made. The forest officer will make and submit a memorandum, to be filed for future reference regarding the boundaries of the claim or claims, the cuts, shafts, tunnels, structures, and other development work thereon, the estimated expenditures or costs of development, and all other facts of the character which the surveyor probably will report in his returns. Notice of an order for survey of a mineral claim is not a request from the Interior Department for a report, and none need be made at the time of this survey, unless the claim actually interferes with the administration of the national forest.

Report on Claims Covering Reservoir or Power Sites.

Examiners reporting on claims cases should ascertain if the area to be alienated conflicts in any way with or is a part of a water-power project. If the land involved in any claim to which title is sought from the United States is valuable and apparently held as a reservoir or power site, it should be reported with details as to the dimensions and construction of the dam, area of watershed and of reservoir, and volume and fall of water controlled by the site, and particularly as to the interests proposed to be served by such reservoir or power site and respecting the movements and operations of the claimant.

When the report is approved, it should also be stated whether the land to be patented is a part of a site covered by a preliminary or final water-power permit or has been withdrawn for reservoir or power purposes under the act of June 10, 1920 (41 Stat. 1063). Reports showing possible power value in lands should be brought to the attention of the district engineer.

Form of Reports Upon Homestead or Mineral Claims.

Reports will be prepared in accordance with the outline on Form 654 or Form 655 and will be made with an original and two copies. One copy will be retained by the forest officer who makes the report, one by the supervisor, and the original will be forwarded to the district forester, together with the original of all affidavits and the original letter or notice which requires the report. At the top of the first page of the report a reference to the letter of request or notice will be made by indorsement to identify the report with the related papers in the file of the General Land Office. The indorsement will be in the following form:

“Reference is made to the commissioner’s letter (Oakland 030108) dated January 18, 1922,” or “Reference is made to notice of application to submit final proof H. E. Missoula 023.”

Reports on Homestead Claims.

The good faith of the claimant and the sufficiency of his residence, improvement, and cultivation are the outstanding factors governing final action upon application for patent. The determination of the facts bearing upon a given case is primarily a matter of careful observation and investigation, rather than of specialized skill and training; consequently examinations of homestead claims and reports thereon will, as a rule, be made by the ranger within whose district the claim is located.

In making an examination, the officer should endeavor to have it so complete that further field investigation will not be necessary to supply items of information which might readily have been secured during the initial examination. All pertinent questions in the outline for report should be covered in detail, and where demands for additional information can be anticipated such information should be supplied.

Where it is evident that the area under cultivation on a homestead claim is less than that required by law, so that a protest against issuance of patent or a call for a report upon a request for a reduction of cultivation requirements can be reasonably expected, the acreage of land actually under cultivation should be accurately determined by careful survey and measurements with chain or tape as measurements by pacing may be questioned as to their accuracy. The location and dimensions of the cultivated areas in their relation to the claim should be mapped and recorded.

If residence is evidently deficient, an investigation into the circumstances, extenuating or otherwise, which operated against satisfactory residence may save time later on.

Reports on lands entered under the act of June 11, 1906, should state the date upon which the claimant commenced residence on the land, and whether such residence was established under special-use permit or otherwise.

Favorable Report Upon a Homestead Claim.

When an examination discloses the fact that a claim is apparently held in good faith, and that there has been adequate and satisfactory compliance with the terms of the law under which it was asserted, the report will so state, and will contain a recommendation that the claim be allowed to go to patent without protest by the Forest Service. In such event it will be unnecessary to furnish the names of witnesses, affidavits, or summaries of facts known to other parties.

Unfavorable Report Upon a Homestead Claim.

When an examination discloses the fact that a claim is apparently not held in good faith, or that the requirements of the law under which it was asserted have not been complied with, the report should present all facts showing lack of good faith, or lack of compliance with the terms of the law, and should recommend that proceedings be instituted against the claim to determine its validity, unless the deficiencies in compliance are remedied by exercise of the Secretary of the Interior's discretionary authority. If the findings of the examining officer are unfavorable, all evidence available to support the facts ascertained and reported should be secured as provided under the heading "Evidence to support unfavorable reports."

Forest Officers at Final Proof.

Forest officers will not ordinarily appear at taking of final proof to cross-examine claimants or their witnesses, but when the facts warrant, written interrogatories to be answered by the claimant may be submitted to the register and receiver, or a request made that a representative of the Forest Service be permitted to interrogate the claimant and witnesses as a means to develop the true status of the claim.

Reports on Mining Claims.

Reports on mining claims by forest officers not specially qualified to pass on mineral value will be considered preliminary reports and will omit discussions of paragraphs 6 and 10 of Form 654.

No recommendation for or against patenting will be made in a preliminary report upon a mineral claim, but reporting officer should indicate whether examination by a mineral examiner is necessary to determine bona fides.

What Constitutes a Favorable Preliminary Report on a Mining Claim.

A preliminary report on a mining claim will be considered favorable when it shows (1) that the claim is apparently held in good faith for the purpose authorized by law; (2) that expenditures have been made on the improvement work as required by law; and (3) that the issuance of patent will not prejudice the interests of the United States.

Examination of Mineral Claims by Special Examiner.

When it is evident from the facts presented in the preliminary report upon a mineral claim that the requirements of the law have not been met, the district forester will order a detailed examination of the claim by a man qualified by technical training or practical experience in mining work to pass upon questions of the character involved. When the supervisor is advised that such an examination is to be made, he will notify the claimant of that fact, specify the date of the examination and request the claimant to be present or be represented.

When an examination is to be made by a special examiner all data bearing upon the case will be assembled for his use. If necessary the supervisor will secure from the local land office a copy of that part of the mineral surveyor's field notes relating to lodes or veins, development work, and improvements. If not obtainable from the local land office, the district forester will secure the information from the surveyor general's office.

Favorable Report upon Mineral Claim.

If the special examiner finds the claim to have been located and developed in good faith and that the requirements of the law under which it was located have been met, his recommendation should be that "patent issue," and no steps will be necessary to secure evidence, etc., regarding the claim.

Unfavorable Report Upon Mineral Claim.

If the special examiner finds that the claim has not been located and developed in good faith, and that the essential requirements of the law have not met, his recommendation should be that the location or entry "be declared invalid" or "canceled." When such recommendation is made steps should be taken to secure so much of the information called for under "Evidence to support unfavorable recommendations," as may be applicable to mineral cases.

Evidence to Support Unfavorable Reports.

In adverse cases the report of facts should be corroborated by the testimony of witnesses. The strength of a case, however, does not rest primarily upon the number of witnesses, but rather upon their credibility and opportunity for knowing the facts. When a report shows adverse facts, it should give the names of two or more disinterested witnesses by whom the statements can be proved. Witnesses who have lived near the claim are preferable to those residing at a distance. Where possible, effort should be made to secure the testimony of reputable members of the community with no interest in the case except to state the facts. When practicable the report should be accompanied by affidavits or statements regarding the facts to which the witnesses will testify at a hearing. If affidavits can not be obtained, a statement of facts by each witness (preferably signed by the witness) and his attitude in the premises should be furnished, since incorrect impressions may be obtained from conversations, and a witness's statement on the stand may vary in a marked degree from the impression which he gave the forest officer when interviewed. Forest officers should seek to ascertain only relevant facts about the claim under examination, which should be reported whether they are favorable or unfavorable. Photographs showing topography and general natural conditions should be obtained whenever possible.

Hearsay or Opinion; Negative Evidence.

Hearsay (statements by persons without actual knowledge of the facts) or opinions regarding the claimant's movements, intentions, or actions are valueless. Negative testimony also is of little force. For example, where the affiant states "he did not see the claimant at a certain place" or "on a certain occasion." From the testimony it should appear that the affiant or witness was present and in a position where he must of necessity have seen the claimant if he had been there.

Statement by Witness to Others.

When it is reported that a claimant or a witness made any relevant statement respecting the claim to another, the name of the person to whom such statement was made and his post-office address should appear, together with information as to the time and place of making such statement. When any statement in the report is made upon the authority of another, the name and address of the person from whom the information was obtained should be given.

Witnesses in Behalf of Claimant.

If forest officers know that witnesses who may be summoned to testify in behalf of the claimant are aware of facts adverse to the claimant but to which they will probably fail to testify, they should report those facts, when ascertained, to the district forester.

Form of Affidavits.

In the preparation of statements care should be taken to see that they do not contain conclusions of the witnesses, but only statements of known facts. For instance, such statements as "claimant has not resided upon the land in good faith," or "has not shown good faith in his occupancy and improvement of the premises," or in the case of a mining location "has not expended the required amount in labor to entitle him to patent," or "has not used the claim for the purpose contemplated by the mining law," are all conclusions and must be left to the officer of the Interior Department who passes upon the testimony.

The following form of affidavit may be used:

STATE OF-----

County of -----, ss:

-----, whose post-office address is -----, being duly sworn, deposes and says: (Here follows a concise statement of the facts disclosed by the affiant.)

That I have carefully read the foregoing statement of facts, understand their import, and they are true to the best of my knowledge.

(Signature of affiant.)

Subscribed and sworn to before me this ----- day of -----, 19--.

(Name of forest officer.)

(Title of forest officer.)

Administering Oaths.

Forest officers who administer oaths must verify the signature of the witness at the time of securing an affidavit or written statement.

Affidavits and Statements Confidential.

Affidavits and statement will be treated as confidential and will not be produced at a hearing or at any other time unless the witness on the stand departs from the statements formerly made.

Use of Notebook in Hearings.

Since witnesses are called upon to testify in great detail, forest officers should carefully note all facts in their notebooks at the time of the examination or of their occurrence, and they may testify from such memoranda at the hearing. Only original notes can be used by a witness at the hearing to refresh his memory.

Summary of Witnesses After Hearing is Ordered.

When requested by the district assistant to the Solicitor, the supervisor will, whenever practicable, instruct a forest officer to see the witnesses for the Government and ascertain whether there is likely to be any change in their testimony from that indicated in the report on the case. The reply of the supervisor will be addressed to the district assistant to the Solicitor through the district forester. Should it be found that any witness will be unable to attend the hearing, that fact will be reported to the district assistant to the Solicitor that steps may be taken to secure a deposition. When requested by the district assistant to the Solicitor, the following form will be prepared by the supervisor, who will transmit two copies to the district assistant to the Solicitor. The summary must bear the case designation and the date of the report to which it relates. It must be in the hands of the district assistant to the Solicitor not less than two weeks prior to the date set for the hearing.

The summary of witnesses will be submitted in the following form:

WITNESSES TO SUSTAIN CHARGE No. 1

Name	Occupation	Residence*		Post office town and county	Affidavit secured
		Section, town-ship, and range	Miles from town and county		
-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	-----
-----	-----	-----	-----	-----	-----

*To be filled in, except where witness lives in a town.

WITNESSES TO SUSTAIN CHARGE No. 2

WITNESSES TO SUSTAIN CHARGE No. 3

Forest Supervisor.

Closing Claims Cases.

When the report is favorable to the patenting of the claim, the case will be closed when the supervisor is notified by the district forester that a favorable report has been forwarded to the local land office.

When the report is adverse to the patenting of the claim, the case will be closed when the supervisor is notified by the district forester of the final decision in the General Land Office.

Supervisor's Annual Report on Claims.

Supervisors will include in their annual statistical report (Form 446) to the district forester, due on January 15, a statement of the claims work on their forests for the preceeding calendar year.

PROCEDURE IN DISTRICT OFFICE

Record of Reports.

Each case will be filed in a separate folder under the case designation.

Action Upon Favorable Reports.

If upon review of the report the district forester is of the opinion that no contest should be initiated, he will inform the proper local land office by letter that the Forest Service makes no protest against the patenting of the claim. Two copies of the letter will be sent to the forest supervisor and one copy to the Forester. The files may be retained in the district office or forwarded to the supervisor, as the district forester elects.

Report by Mineral Examiner.

When upon a review of the facts presented in a preliminary report on a mineral claim it is determined that the conclusions do not warrant a favorable report, the district forester will order an examination and report by a mineral examiner. No other action will be taken upon the preliminary report, and the report of the mineral examiner, when received, will be acted upon in accordance with the procedure followed in other reports from forest officers.

Action Upon Adverse Reports.

If the district forester is of the opinion that a contest should be instituted, he will refer the report to the district assistant to the Solicitor for examination as to the law and the sufficiency of the evidence. Upon the request of the district assistant to the Solicitor the district forester will order such additional investigation or secure such additional evidence as the district assistant to the Solicitor may require.

If the district forester is informed by the district assistant to the Solicitor that, in his opinion, no contest should be instituted, and if the district forester is still of the opinion that one should be instituted, he will refer all the papers in the case to the Forester.

When a report has been found to be sufficient and is returned by the district assistant to the Solicitor with a draft of the charges against the claim, the district forester will prepare a letter to the proper local land office and will plainly and briefly set out therein the grounds upon which a protest is based. Two copies of this letter should be sent the local land office with the original, two to the proper forest supervisor, and one to the Forester.

Case Referred to District Assistant to the Solicitor.

When a protest has been filed with the proper local land office, the district forester will refer all the papers in the case to the district assistant to the Solicitor.

Fixing Date of Hearing in Local Land Office.

The date for a hearing will be fixed by the local land office after consultation with the district assistant to the Solicitor as provided in joint regulations of August 5, 1915.

Summary of Witnesses After Hearing Has Been Set.

After the date for hearing in a case has been set, the district assistant to the Solicitor will, when necessary, instruct the supervisor to interview the witnesses and return the summary of witnesses as described under "Procedure on national forests." The supervisor will thereafter instruct forest officers to secure such additional evidence and supply such additional information as may be required by the district assistant to the Solicitor.

District Assistant to the Solicitor Will Represent Service at Hearings.

In all hearings affecting lands or claims within a national forest, the district assistant to the Solicitor will be entered of record as appearing on behalf of the Government. In all Government cases before registers and receivers involving lands or claims within a national forest, the district assistant to the Solicitor will be served with notice of all appeals, motions, orders, and decisions required to be noted under the rules in cases of private contests.

Costs Incident to Hearings.

Costs incident to hearings before registers and receivers in Government cases involving lands or claims within a national forest will be paid under rules in force at time expenses are incurred.

Action Upon Request From Commissioner or Solicitor for Information or for Special Reports.

Replies to letters from the Commissioner of the General Land Office or the Solicitor of the Department of Agriculture received by reference from the Forester requesting information relating to claims will be by letter prepared in the office of the district forester for the Forester's signature.

When it is necessary to secure the information from the supervisor or when a special report is requested, the letter of request will be referred by stamped indorsement to the supervisor for investigation and report. Before referring the letter a memorandum will be made, showing the title, file number, initials, and date of the letter of request, the number and kind of entry, and the name of the claimant or of the mineral claim. This memorandum will be filed in the district office and will constitute the record until the supervisor's report is received. Follow-up cards (Forms 326 and 327) will be made, and the post card (Form 326) will be sent with the letter of request to the supervisor. No mere acknowledgment of the receipt of such requests will be made.

If the district forester is of the opinion or is informed by the supervisor that the report can not be submitted within the time specified in the letter of request, he will prepare a letter for the Forester's signature stating the reason for the delay and giving the date when the report will be submitted. Two carbon copies of the letter will be sent to the supervisor, one for his files and one for the information of the forest officer who will make the report.

When the report is received from the supervisor, it will be acted upon as herein provided.

Action Upon a Claims Report Received With a Trespass Report.

When a claims report is received with a trespass report, a memorandum will be made showing the action, if any, upon the claims report. If it be decided that the claim should not be protested, the trespass report with the claims report and the memorandum, will be referred to the district assistant to the Solicitor, and no further action will be taken regarding the claim. If it be decided that the claim should be protested, the report on the claim will be detached from the trespass report. The trespass report, accompanied by a copy of the claims report and the memorandum of action taken, will then be referred to the district assistant to the Solicitor. Action upon the report on the claim will then be taken in accordance with the claims procedure.

Closing Claims Cases.

When the report is favorable to the patenting of the claim, the case will be closed when the report is forwarded to the proper local land office.

When the report is adverse to the patenting of the claim, the case will be closed when notice is received from the commissioner that the case is closed on

the records of the General Land Office. This notification will be received through the district assistant to the Solicitor, with the return from him of all papers in the case. The copy of the commissioner's notice and the decision will be filed with the papers in the case and the supervisor will be notified by letter or by a copy of the decision.

District Forester's Annual Report.

Annually on February 1 district foresters will submit to the Forester on standard atlas pages a report on claims. The report will be in the form prescribed in advance by the Forester, and is a compilation of supervisors' reports, Form 446 ("Lands"), which must be submitted to the district forester on or before January 15.

PROCEDURE IN WASHINGTON OFFICE

Action Upon Request From the Commissioner of the General Land Office or the Solicitor for Information or Special Reports.

No mere acknowledgment will be made of a letter of request from the Commissioner of the General Land Office or the Solicitor of the Department of Agriculture for information or for a special report on a claim, but the letter of request will, when necessary, be referred by stamped indorsement to the proper district forester. Before forwarding the request a memorandum will be made and filed showing the title, file number, initials, and date of the letter of request, the number and kind of entry, and the name of the claimant or of the mineral claim.

Appeals by Solicitor From Decisions of the Commissioner of the General Land Office.

The regulations of the Department of the Interior provide that notice of every decision of the Commissioner of the General Land Office be given to the Solicitor of the Department of Agriculture, who may appeal from any such decision, and who may take other like action in the same manner as a private contestant; but the Department of Agriculture is not required to take formal appeals from the decisions of the registers and receivers, although it may do so if it desires.

Final Decision in Recommendations to Institute a Contest.

When a case is submitted to the Forester by the district forester after a disagreement between the district forester and the district assistant to the Solicitor as to whether a contest should be instituted, the Forester will consult the Solicitor, and, if necessary, the case will be submitted to the Secretary of Agriculture for his decision.

When final decision is rendered, the Forester will return all the papers in the case to the district forester, with notice of the decision and appropriate instructions.

LAND EXCHANGE

Objectives of Land-Exchange Work.

The guiding purpose or objective of land-exchange work should be (A) enlargement of the timber producing capacity of the national forests by (1) increase in the acreage of timber-productive land, or (2) acquisition of land more valuable for timber production than that granted in exchange, (B) creation of the best conditions for the management, protection, and utilization of lands chiefly valuable for forest purposes through the elimination of diverse and conflicting ownerships within natural units of forest management and operation.

The total elimination or segregation to one part of a national forest of all private holdings therein is not an essential feature of a sound plan of land exchange if harmony of operation and protection can be secured in other acceptable ways.

Exchanges should be recommended or approved only where there is a clear showing of substantial public benefit. The convenience or profit of a private landowner is a minor consideration which should not be allowed to influence action upon any exchange proposal.

Plans for Land-Exchange Work.

All land-exchange activities should work definitely toward a fixed objective of public service. Haphazard action without definite plans should be avoided. To promote systematic, plan-wise progress each forest supervisor should prepare a simple but comprehensive plan for the prosecution of exchange work, which should be submitted to the district forester for approval.

Among the important public purposes which may be promoted by the land-exchange laws, to which consideration should be given in all land-exchange plans, are the following:

(1) The extension of the boundaries of national forests, or divisions thereof, to the natural limits of the forest-producing units of which they are parts.

(2) The consolidation of working circles in timber management through the attainment of undivided administrative control or management of all forest-producing lands within such working circles.

(3) The increase of the timber-producing capacity of national forest lands through the acquisition of privately owned timber-producing lands in exchange for publicly owned lands less adapted to timber production.

(4) The attainment of maximum public use of the timber, forage, recreation and other resources of the national forest lands by the acquisition, through exchange, of privately owned lands which through their location or character control the use of such public resources.

The acquisition of privately owned lands necessarily entails the surrender of public properties of commensurate value; consequently, a land-exchange plan to be complete, must indicate the Government lands or stumpage which can be relinquished in exchanges with the least detriment to the public interest.

In cases where the acreage of privately owned land is small, or where the probable field of selection will lie within other forests in the same State, the probable elimination of national forest lands as a feature of the plan need not be worked out in detail, but where the acreage of privately owned land is large, and the probable field of selection is within the forest itself, or some division thereof, the determination of the ultimate forest boundaries, i. e., the permanent boundaries after the exchange plan is carried out, becomes important. In such event an ideal boundary which includes all lands the Government should acquire and permanently retain, and excludes all large areas of land which the Government is prepared to grant in exchanges, or eliminate after exchanges are made, should be shown in the plan but should not be made public, unless authorized by the Forester.

The act of March 20, 1922, authorizes the exchange of national forest land or stumpage for privately owned lands of equal value situated within the exterior boundaries of national forests in the same State. This act does not authorize acceptance of privately owned lands outside of the exterior boundaries of forests. Where proposed exchanges involve land situated outside of the national forest boundaries, or conditions, reservations, or rights of selection not contemplated by the general exchange act, as amended by act of February 28, 1925, additional legislation is necessary except where it has been secured in relation to a few specific national forests. The request to Congress for such additional legislation must originate with the owner of private holdings who desires to effect an exchange with the Government. While the Forest Service will not initiate a request for such legislation it will, upon request of the proper committee in Congress, investigate the merits of proposed or pending acts and submit to Congress full information regarding them. In tentative negotiations with private landowners, however, emphasis should be laid upon the requirement that if new legislation is necessary the proponent of the exchange must secure it.

Conditions Requiring Particular Consideration.

The comprehensive analysis of a proposed or potential exchange must necessarily involve recognition of any and all adverse factors which might make the exchange undesirable in the public interest. If such factors exist they must receive constructive consideration and discussion in all reports. Among the conditions which ordinarily will preclude favorable action by the Forest Service upon a proposed exchange are the following:

(1) Where the exchange would result in a monopoly of the timber resources within or required by a region.

(2) Where the exchange would reduce timber-sale revenues to an appreciable degree. A reduction of more than 10 per cent in the timber-sale receipts within any State during any single year is not ordinarily desirable.

(3) Where the exchange would result in a reduction of a county's share of the gross receipts from national forests to an extent which would embarrass the county in meeting its financial obligations or impose serious burdens of taxation upon the remaining assessable property.

(4) When the exchange would create a disturbance of existing economic conditions by encouraging overproduction of lumber or some similar condition.

(5) Where the exchange would seriously and unavoidably upset the structure of grazing preferences established by the existing permittees in conformity with Forest Service requirements such as the ownership of dependent and commensurate ranch property, construction of range improvements, etc.

(6) When the exchange would place under private control and subject to unrestricted exploitation and injury lands of important public value such as watersheds of municipalities or drainage basins contributing to large irrigation enterprises.

(7) When the offered lands have obvious agricultural values which would necessitate their listing under the act of June 11, 1906, if acquired by the Government. (Exceptions to this rule may be made when a large and desirable offering contains a small percentage of listable land.)

(8) Where the offered lands have obvious mineral characteristics or outstanding mineral classification which would permit their appropriation under the mining laws if acquired by the Government.

Desired Exchanges.

The most desirable form of exchange is one resulting in an actual increase in the acreage of publicly owned land chiefly valuable for the production of commercially important forest products. The next is one which while not increasing the area of publicly owned forest land does increase the timber-producing capacity through acquisition of land more productive of timber than that granted the private owner. The next is one which creates improved conditions for the management, protection, and utilization of the public forests and permits the exercise of more effective protection against fire, insect infestation, disease, or man-caused destruction of fundamental land values. Exchanges to simplify some feature of administration, such as grazing use, are of least importance although frequently highly desirable.

Private lands actually within established national forest boundaries should be given preferred consideration in land-exchange work, but lands outside of forest boundaries, but forming constituent parts of the natural forest unit, should also be acquired, wherever their inclusion within the forest, after conveyance to the Government, is authorized by law.

Minimum Acreage Acceptable in Exchange.

The regulations of the General Land Office provide that as a rule nothing less than a legal subdivision will be accepted or granted in an exchange. This is held to be a 40-acre tract except where a formally surveyed lot or tract of lesser acreage is involved. An exception to this rule may be made only where in the opinion of the Secretary of Agriculture and the Secretary of the Interior such exception would be advantageous to the Government. The acceptance of lands listed by 2½ or 5 acre subdivisions will depend upon the circumstances of the special case.

Fundamental Principle of Exchange Work.

The fundamental principle of land-exchange work must be to safeguard the public property from any impairment of value or utility through unwise exchanges. Laxity or liberality of valuation or the application of theoretical computations of existing or potential value must be scrupulously avoided. No step should be taken in land-exchange work which does not deserve full public confidence and which will not receive full public approval when the facts are known. Temptation to magnify the importance of, or to overvalue, private holdings within the forests because of administrative advantages which would follow their acquisition must be guarded against.

It should be kept in mind that land exchange is merely a specialized form of acquisition of land under conditions analagous to purchase. Lands thus acquired are paid for by giving Government land or Government timber instead of money. The general principles of direct purchase should therefore be used. Lands should be acquired on a basis as favorable to the Government as it is possible to secure. This means market price appraisals.

In commercial practice, prices are fixed by a meeting of minds between a willing buyer and a willing seller. Real property is worth what it will bring in the open market under voluntary conditions of sale and no more. A rule which governs all forms of private business should be applicable and rigidly adhered to in land-exchange work. Under no circumstances should the Government be expected to pay more for a property than would be required of a private purchaser. The fact that the Government may devote the property to a large and important public service as against the private purchaser devoting it to an unimportant personal service has absolutely nothing to do with the determination of the cash value of that property.

The Government will pay the prices ordinarily recognized as reasonable in the open market and none other, and will in no instance approve an exchange except when in the apparent public interest to do so. Trades will not be made from the standpoint of benefit to a private owner, but will be made solely as business propositions on the part of the Government.

Discussion of Values with Proponent of Exchange.

A land exchange is a business transaction and it is assumed that in its negotiation business methods will be employed by both parties in interest. The unnecessary disclosure of detailed information regarding bases of valuation, timber volume, grazing capacity, or other factors influencing appraisals or decisions is not good business practice, and frequently creates points of difference which would not exist if only total values were stated. Because of this fact, values preferable should be discussed in terms of lump sums or average prices per acre. The detailed results of Forest Service estimates and appraisals can not properly be demanded by the proponent, nor can the results of the proponent's examination and appraisals be demanded by the Forest Service. Cases may arise, however, where reciprocal exchanges of data may be mutually advantageous, in which event the district forester may in his discretion make available to the proponent the detailed data possessed by the Forest Service.

Preferences.

No preference in action on applications will be granted because of priority of application. The Government will consider all applications for exchange and accept the one most advantageous to the Government. Other factors being equal, preference will be given to exchanges with small owners. Care must be taken to avoid exchanges which would result in developing or increasing private lumber or grazing monopolies.

In cases where privately owned lands are exchanged for stumpage on national forest land, or where the timber on the offered lands is reserved by the proponent, it is invariably necessary to require that the cutting and removal of the timber shall be conducted under the regulations of the Secretary of Agriculture, and to require the grantee of the national forest stumpage, or the person reserving the timber on the offered land, to execute proper stipulations and bonds to this end. (See "Timber given in exchanges" in forest-management section of manual.)

RESERVATIONS

The legality of reservations in either offered or selected land depends wholly upon the provisions of the particular act under which an exchange is to be made. Many of the earlier acts applicable to particular forests do not authorize reservations. The amendment of the general exchange act of March 20, 1922, by the act approved February 28, 1925, permits exchanges under the general exchange act to be made subject to certain forms of reservation by either party to the exchange; therefore this act should be used in any case where it is in the public interest to make or allow reservations in land exchanges.

The act of February 28, 1925, authorizes reservations of timber, minerals, or easements, without any limitation as to time, but provides that the value of such reservations will be duly considered in determining the value of the exchanged lands. Where reservations are made in lands conveyed to the United States the right to enjoy them shall be subject to such reasonable conditions respecting ingress and egress and the use of the surface of the land as may be deemed necessary by the Secretary of Agriculture. Where mineral reservations are made in lands conveyed by the United States it shall be stipulated in the patents that any person who acquires the right to mine and remove the reserved deposits may enter and occupy so much of the surface as may be required for all purposes incident to the mining and removal of the minerals therefrom, and may mine and remove such minerals upon payment to the owner of the surface for damages caused to the land and improvements thereon. All property rights, easements, or benefits reserved by owners of lands conveyed to the United States shall be subject to the tax laws of the State where such lands are located.

An "easement" is defined as an incorporeal right existing distinct from the ownership of soil, consisting of a liberty or use of another's land without profit or compensation. This is construed to mean forms of use which do not modify the land or remove from it the products of the soil. It may not be possible, under this construction, to allow reservations of grazing rights or agricultural rights, and such proposals must be matters of especial consideration until the construction of the act is established by practice. The Department of the Interior has interposed no objections to conveyances subject to rights of way for roads, railroads, etc., of the kinds which are allowed on the lands of the United States under the various right-of-way acts; consequently, such forms of occupancy will doubtless be construed as coming within the purview of the act. In any case, however, where a proposed reservation, other than of timber or minerals, is of doubtful legality, an opinion from the district assistant to the Solicitor should be secured before the exchange is carried forward.

The authority to allow reservations of rights in offered land should never be employed merely as a means of reducing the cost of the land to the Government but should be exercised only when necessary to properly consummate an otherwise desirable exchange clearly in the public interest despite the reservations proposed.

Reservations by the Federal Government.

The Government will not, as a rule, reserve any rights in selected lands except the right to mine and remove minerals, or right-of-way to give access to or permit the removal of products from the national forest lands; but in rare cases where the selected lands support timber proposed for or in process of sale, or are occupied under special use permits by persons who are equitably entitled to further time in which to complete their operations or liquidate their interests, it may be practicable to immediately consummate a desirable exchange by reserving for a prescribed term of years the right to remove the timber, or to occupy the lands actually embraced within the limits of existing special-use permits.

Rights Outstanding in Third Parties.

Lands offered in exchange may be subject to rights or reservations outstanding in third parties. In such cases the owner of the land should be asked to extinguish such rights, by purchase or otherwise, or to have the holders of such rights join in the exchange agreement so that the subsequent exercise of the rights shall be subject to the necessary stipulations and to supervision by the Secretary of Agriculture. If this can not be accomplished, the third parties holding the outstanding rights or reservations can not be bound by the terms of the land exchange agreement and can not be controlled in the legal exercise of such rights. If, in such case, it is evident that the unregulated exercise of the outstanding rights will or may prevent the proper management of the offered land as part of a national forest, or seriously impair the value of the land, the areas subject to such outstanding rights should be rejected. If, however, the existence or unregulated exercise of such outstanding rights will not hamper proper administration of the lands or substantially impair their value for national forest purposes they may be recommended for acceptance, provided the outstanding rights or reservations are of the character authorized by the law under which the exchange is to be made.

Reservations by Private Owners

The existence of a reservation or retained right in offered lands almost invariably entails additional administrative obligations, and in many cases withholds the lands from productive use and management for national forest purposes during the life of the reservation, consequently the acceptance of lands subject to reservations should be recommended only in cases where a careful study of all factors demonstrates conclusively that the net benefits which will accrue from the public ownership and management of the land will, regardless of the reservations, make its acceptance clearly in the public interest.

Where reservations are allowed, appropriate deductions should be made in the appraised valuation of the land, based either on the value of the privilege retained or upon the additional administrative costs or losses of land use entailed by the reservation. In buying land under the Weeks law, lands subject to mineral reservations are discounted at least 25 cents per acre even where the existence of mineral values is problematical. A similar policy should apply to reservations in lands acquired through exchange.

The Government can not be bound by informal understandings or agreements by its agents; therefore, the exact character and duration of a reservation in offered lands should be specifically defined in the deeds of conveyance and the exact conditions under which the reserved rights are to be exercised by the proponent, or his successors in interest, should be specifically defined in supplemental stipulations which must be properly executed and in the hands of the district forester before the exchange is submitted to the Department of the Interior.

Reservations of Timber on Offered Lands.

Lands offered in an exchange subject to a timber reservation will not be recommended except where the proponent or the third parties interested in the timber agree by special stipulation that the cutting and removal of the reserved timber shall be conducted under the regulations of the Secretary of Agriculture, who shall have authority to suspend operations under the timber right in case of serious and continued violation of its terms, and furnish a bond acceptable to the Secretary of Agriculture to guarantee observance of the terms of the special stipulation.

Timber reservations in offered land should be definitely limited in time, which should be as short as possible. Only in the exceptional cases discussed below should the duration of the timber reservation exceed 5 years. The kinds of timber subject to reservation should be specifically described by species, minimum diameter limits, and such other specifications as the interests of the Government may require. The conditions which will govern the exercise of the timber reservation should be very specifically set forth in supplemental stipulations which will clearly require that the cutting and removal of the reserved timber shall be in conformity with established Forest Service practices applicable to the region.

The special stipulations should invariably provide for the progressive release of the offered lands from timber reservation as they are cut over. This may be accomplished by stipulation that each minor unit or watershed shall be released from the reservation as soon as it is cut over. Where necessary, the stipulations may provide that a minimum acreage shall be released each year.

Approval can not be given to timber reservations which contemplate speculative holding without operation. In certain exceptional cases, however, such as those presented by land grants of alternating sections or old Spanish land grants embracing parts of working circles or logging chances, where a refusal to allow long-term timber rights might be against the public interest, timber rights of longer duration but not exceeding a maximum of 20 years will be considered by the Forester. In such cases it must be clearly established that during the tenure of the timber right the United States will be assured of a reasonable service from the property it has bought and paid for. This ordinarily will require stipulations through which the United States will secure the net increment growth of timber merchantable at the time of the exchange, as well as retaining all trees which were below merchantable size at time of exchange. The right of the Government to enforce measures necessary to protect its interests from damage or destruction and to allow uses of the land not inconsistent with the timber-cutting right must be clearly established before an exchange subject to a long-term timber right can be approved. As each such case presents its own peculiar conditions and requirements, special instruction should be secured from the Forester before the Forest Service is committed to a definite course of action.

If a timber reservation is to extend over any considerable period of time it ordinarily will be desirable to increase the minimum diameter limits effective during succeeding 5-year intervals so that the growth increment in trees which were below the limit when the exchange was consummated shall be retained by the Government instead of accruing to the benefit of the timber reservation.

In the case of a long-term timber reservation the special stipulations should properly provide for the equitable cooperation of the owner thereof in the protection of the lands from damage by fire, insects, or disease, and in the administration of such lands.

Reservation of Minerals.

Mineral reservations which, if exercised, would materially interfere with the use of the surface for timber production should ordinarily be disapproved. If the minerals can be removed without such interference their reservation may be allowed, subject to special stipulations defining the conditions under which the surface may be occupied in connection with their removal.

Where the early termination of the reservation would result in the mineral being subject to lease by the Government, such as in the case of oil, coal, gas, potash, and the like, the period of reservation will be made as short as possible. But where the termination of the reservation might result in the proponent or some third party immediately reobtaining title under operation of the public mining laws, not only to the minerals themselves but to the land and the improved forest, the title separation of land and mineral should be placed upon a permanent basis by the operation of such special clause as may be approved by the Solicitor.

The practice long followed in purchasing land under the terms of the act of March 1, 1911, of formulating special sets of regulations to govern the removal of reserved minerals and making such regulations a part of the sale contract should be followed in handling transactions under the general exchange act. Due to the wide variations in conditions it may not be practicable to apply one uniform set of mineral regulations to all regions. In such event, special sets of regulations applicable to certain described regions or to single States may be drafted and submitted to the Secretary of Agriculture for his approval.

Wagon Road, Railroad, and Other Rights of Way.

Selected lands will be patented to applicants under the land-exchange law subject to such outstanding right-of-way easements or limited fees as may previously have been granted under the public-land laws of the United States, and in the appraisal of selected lands any impairment of their value due to the existence of such right-of-way easements should be allowed for.

The existence upon offered lands of right-of-way easements of the kinds customarily allowed on forest land under permits without charge or on the basis of timber settlement will not be objectionable provided the effect of such rights of way upon the subsequent use and management of the property as national forest lands is taken fully into account in appraising its value. The General Land Office of the Department of the Interior has not hitherto objected to accepting lands subject to such rights of way. In cases where the right of way may in law be classed as a "limited fee," the district assistant to the Solicitor should be asked to pass upon the acceptability under the general exchange act of the land involved.

Reservation of Grazing Privileges.

It is hoped that the act of February 28, 1925, will be construed as authorizing the reservation of grazing privileges for limited periods of time. If so, such reservations may be allowed where they are necessary as one of the considerations of an exchange, with a proper deduction in values given as an offset of the values retained. The numbers of stock grazed and the seasons of grazing use must be fixed by special stipulation in conformity with sound Forest Service range management practice. Grazing reservations, if legally permissible, should be held to a minimum, and in few cases should they be allowed to exceed a maximum period of 5 years.

Reservation of Fishing and Hunting Privilege.

The denial to the public of the right to fish and hunt upon publicly owned properties is almost invariably a source of irritation and antagonism which should be avoided. Under no circumstances will lands be accepted in exchange subject to the reservation of such privileges.

GOVERNMENT RESOURCES AVAILABLE FOR EXCHANGE PURPOSES

In exchange for base or privately owned lands chiefly valuable for forest purposes within, or adjacent to, the national forests there may be available, dependent upon the terms of the controlling legislation, one or several of the following forms of consideration:

1. Unreserved and unappropriated public lands, where there is legislative authority for the selection of such lands.
2. National forest lands of low or questionable forest value situated adjacent to the exterior boundaries of the forest.
3. National forest lands of low or questionable forest value but of possible value for grazing or other purposes situated in compact bodies of considerable extent in the interior of the forest.
4. National forest stumpage to be cut from specifically described national forest lands under regulation of the Secretary of Agriculture.
5. National forest land bearing commercially valuable timber.

The relative order in which these considerations may be employed to the best interests of the Government is indicated by the order of their arrangement.

National forest stumpage covered by existing timber-sale agreement may be utilized in an exchange transaction, provided the timber-sale purchaser consents to its exclusion from the timber-sale area by amendment or modification of the timber-sale contract.

PRINCIPALS AND BASIS OF VALUATION

Both the Government and the private landowner in approaching the question of an exchange of lands are prompted primarily by certain underlying considerations of gain or advantage. Usually there is recognition of the fact that the consolidation of holdings, or the development of better conditions of use or management, will appreciably increase the worth of the respective properties, and it is to attain this result that an exchange is made. The values which should govern an exchange, however, are not those which will or may prevail after the exchange is effected, but those which exist at the time the offered and selected lands are appraised. The appraisal of scattered or isolated tracts of land shall not be influenced by the knowledge that such lands or the timber thereon will be worth more when joined with the intervening land under one common ownership.

The requirement that selected lands or stumpage shall not exceed the base lands in value imposes an obligation to carefully examine and appraise both classes of land in every case of exchange. Examinations and estimates of stumpage must be as thorough as those made by the Forest Service to determine the value of national forest stumpage in cash sales. The principles governing the determination of the several elements of value which may be present in or upon a given tract of land are as follows:

Basic Land or Soil Value.

The inherent usefulness or suitability of land for the production of timber is important in determining the desirability of its acquisition, but not necessarily the price per acre which should be allowed for it in the appraisal. That price should be what the land will bring in the open market if offered under conditions of sale comparable to those which will govern in an exchange. Lands most desirable for forest purposes are frequently the least in demand within a region and command the lowest prices in local commercial transactions. Where that is the case the appraisal should recognize it.

The best way to approximate the probable market value of a given tract is to compare it with other tracts which have changed hands for known or determinable considerations. A specific comparison may not always be practicable, but substantially the same result may be secured by the following procedure:

(1) As a feature of the land-exchange plan, establish a sufficient number of soil and cover types to adequately embrace the land conditions common within the forest.

(2) Determine for each such type the average market value established by commercial transactions in the region. In some cases recorded transactions will show the price per acre for each class of land involved, in other cases only an aggregate sum will be recorded; but, if the proportion of each class or type of land is known, even such cases afford some basis for computing type values. Figures thus obtained should be supplemented by quiet inquiry among persons dealing in comparable lands, by analysis of county-assessment rates, by the opinions of bankers, and in some instances by the views of private landowners as to the prices which they paid for or at which they hold their properties. The data thus secured should be carefully analyzed, modified as condition may justify, and finally worked into a schedule of land values to serve as the basis for appraising lands involved in exchanges. The figures thus derived will be averages representing average conditions. In a given case, extreme accessibility or inaccessibility, high or low fire risk, excellent or poor surface or cover conditions, or other similar factors may warrant some deviation from the schedule, but if the rates are carefully worked out and well supported by specific data they may safely be used in the great majority of cases.

(3) Ascertain from the field reports the total acreage of each type or class of land embraced within the holding and multiply it by the rate per acre established for that type. The totals thus secured, if added together and divided by the total acreage of the holding, will furnish an average rate per acre for the entire tract, which for practical purposes may be rounded off to the nearest multiple of 5 cents, or even further modified if conditions peculiar to the holding warrant departure from the exact figures of the schedule.

In computing values by a capitalization of income from the land an interest rate of 6 per cent should ordinarily be used.

Young Growth.

Young growth increases the desirability of land for national forest purposes; hence, land containing it will be given a preference in exchanges, and the acreage value of a well-stocked area may be recognized as greater than that of a poorly stocked area of the same type. However, no monetary value should be specifically assigned to young growth or timber of less than commercial size, unless such a specific value is clearly recognized in the local markets and established by stable practice. In regions where this is not the case young growth will be disregarded as a specific factor of valuation. Theoretical computations of earning, expectation, or replacement values as a means for assigning a separate monetary value to young growth should be avoided. The Government will allow no greater value for land offered in exchange than a private purchaser would have to pay to acquire such land under conditions similar to those imposed by the Government. If regional conditions are such that a private purchaser would pay an additional consideration for young growth occurring upon land the Government also will allow the same additional consideration but no more. If private purchasers are not required to pay and, as a matter of general practice do not pay, an additional value for young growth, then the Government should not and will not pay such a value.

Water Power.

Lands at a high figure for water-power purposes should not be considered in exchange, but where the offered lands embrace small water-power resources held at nominal values which can be established and confirmed by simple engineering formulæ allowance may be made for such values in fixing the market price of the offered land.

In no case will the Government knowingly permit lands of actual or potential water-power value to be selected in exchange for base lands within a national forest. In order that the Government may be safeguarded against the alienation of such lands, a report by the district engineer is required for the selected lands in any exchange, where any possibility of substantial water-power values exists. This report may ordinarily be prepared from data available in the district office. In any case where these data are insufficient, a field examination should be made by a competent engineer.

Watershed Values.

The relation of a given tract of land to the watershed upon which it is situated may be a factor in determining the desirability of its acquisition, but, except where a value for reservoir purposes exists, not a factor in determining its monetary value. Excepting land adapted to reservoir purposes, watershed values are intangible and without recognition in commercial practice. No allowance can be made either directly or indirectly for such values.

Value of a Source of Water Supply.

No value will be given to a source of water supply situated on offered land solely because of the fact that it controls the use of surrounding national forest range, but if a source of water supply has a demonstrated or realizable market value for use in developing the privately owned land on which it is situated such value may be taken into account in fixing the value of that land.

Value of Recreational, Esthetic, Historical, or Scientific Features.

It is not to the public interest to invest heavily in lands with unique values necessitating heavy outlays of public funds or properties, but if it can be definitely demonstrated that recreational, esthetic, historical, or scientific features present upon lands, otherwise desirable for forest purposes, have a definitely recognized and established commercial value in the open market, such value may be considered in the appraising of the land, provided it is low and within reason. In the absence of convincing evidence of market value, the existence of features of the character described should be disregarded in determining the worth of the property.

Value of Consolidation.

The consolidation of widely scattered holdings into a compact form will normally result in an increase in the total value of the property. In the case of an exchange this beneficial result ordinarily is mutual; consequently enhanced values resulting from consolidation should be disregarded, and all estimates of value should be upon a preexchange basis.

Value of Administrative Convenience.

In many cases, probably the great majority, it may be clearly evident that the reduction in the cost to the Government of fire protection and management would justify a liberal valuation of the offered property. Considerations of this character usually are mutual and self-compensating. The increased facility or reduced cost of administration resulting from the acquisition of private lands may rightly give priority to certain exchanges, but an additional allowance for it in fixing the value of the offered land should be made only in the exceptional case of a very positive gain to the Government not shared by the private party to the exchange.

The Value of a Menace or Nuisance.

Owners of private land frequently seek to capitalize the fact that through lack of protection or proper management their lands constitute a menace to surrounding publicly owned lands or a nuisance materially impairing the desirability of such contiguous lands. This is not an element of value which the Government could recognize in determining the worth of the offered property.

Accessibility as a Factor of Valuation.

While accessibility is not a specific element of value it frequently is an important factor in influencing values, and therefore should be considered and discussed in all land appraisals. Proximity to market or shipping points, existence of roads and trails, and other conditions relating to ease or difficulty of access to or over lands should always be noted and recorded in appraisal reports.

Reservations in Relation to Appraisals.

Where land is the consideration granted by the Government, there may be legislation specifically providing for reservations of the mineral rights therein, or rights of way or easements. Such reservations rarely affect the value of the land to an appreciable degree, but, if contemplated reservations or existing rights of way or easements actually do reduce the value of the land, proper deductions should be made.

In some cases it may be legally possible and the proponent may desire to reserve mineral rights or timber or grazing rights upon the offered land. In any case where such forms of reservation involve the continued use of the soil by the original owner without the necessity for paying taxes or protection charges, and thus prevent full use of the land for public purposes and impose additional costs of supervision, the appraised valuation should be discounted sufficiently to compensate the Government for the loss of use of the land and the unproductive expenditures necessary during the period of such use by the original owner.

Special Conditions Influencing Valuation.

As a general rule, local commercial or market values for forest lands, especially cut-over lands, are based upon land and cover conditions common to the region, as the result of prevailing logging practices and the requirements of State laws. A prospective purchaser who, while agreeing to a reservation of timber rights, imposes special or peculiar conditions as to methods of logging, brush disposal, snag removal, reservation of seed trees, or other similar requirements designed to enhance the future value of the lands for forest purposes must naturally expect to pay an advance over prevailing prices, sufficient to induce the landowner to sell subject to the unusual and more expensive conditions imposed. The Government, like any other purchaser, must recognize this fact, and where its purchases of land are conditioned upon the performance of certain requirements over and above those common to the region or required by State law, the cost of such requirements or their resulting effect upon the ultimate value of the land may be given due consideration in finally fixing the price of the offered lands.

Exchange Agreements in Advance of Cutting.

In cases where an owner of private land proposes to cut the timber therefrom and then offer the lands to the Government under the exchange laws, it is permissible to enter into a preliminary agreement in which the private owner obligates himself to meet certain requirements in the cutting of the timber, such as the protection of young growth, adequate slash disposal, the leaving of seed trees, and other conditions contributing to the silvicultural desirability of the land, while the Government agrees in such event to assign certain specifically stated values to the lands and the timber thereon which is withheld from cutting or protected from injury.

The forms of agreement which thus far have been used are those given below. Others may suggest themselves.

1. The owner in a certain case agreed to cut certain described lands according to Forest Service rules, protect the young growth from damage, dispose of the brush according to Forest Service requirements, and leave a certain number of merchantable trees for seed-tree purposes. The Government agreed, in such event, to allow a value of \$2.75 per acre for the land and to value the commercial timber reserved from cutting at the same price that it is charging the proponent for similar timber on a near-by sale, at the time the exchange is made.

2. The owner, while not specially obligating himself, makes it clear that he will improve his logging practice and leave the cut-over lands in better condition if such condition is recognized by the Forest Service in its appraisal of the lands. The Service thereupon establishes schedule of cut-over land values for the region in which recognition is given to the greater value of land upon which young growth has been protected, brush reasonably well disposed of, fire damage prevented, and seed trees left, through a sliding scale of values which, in a specific case, are as follows:

In classing the land 100 poles shall be equal to 200 saplings or 600 seedlings and all combinations shall be so proportioned. In determining the stand per acre only 1 seedling, sapling, or pole shall be counted in a 6-foot square plot. On these bases the classification of the lands and the values assigned are as follows: *Class A*—Well stocked, viz, over 600 healthy seedlings or their equivalent per acre well distributed over area. Valuation, \$2.25 per acre. *Class B*—Fairly stocked, viz, 250 to 600 seedlings per acre. Valuation, \$1.50 per acre. *Class C*—Poorly stocked, viz, 25 to 250 seedling per acre. Valuation, 75 cents per acre. *Class D*—Denuded, viz, no reproduction or seed trees because of fire. Acceptable only when intermixed in minor proportion with other desirable classes in which event a valuation of 25 cents per acre may be allowed. *Class E*—Treeless, barren. No value assigned. For each thrifty tree above 10 inches in diameter left for seed the sum of 10 cents is added to the land value.

Exchange agreements in advance of cutting must be executed by the Secretary of Agriculture and should be submitted to the Forester in triplicate after they have been signed by the owner of the private land.

STUMPAGE IN LAND EXCHANGES

Conditions of Transfer.

Stumpage may be transferred under four conditions, viz:

- (1) As an indeterminate quantity of timber which, at agreed rates per thousand feet or other unit of measurement, will aggregate a certain prescribed cash value, to be cut from certain described lands which may, if desirable, be lands embraced within the limits of a going or prospective timber sale.

(2) As a prescribed number of feet board measure, to be cut from certain described lands, delivery not effective until the timber has been actually marked, cut, and scaled.

(3) As a total of all trees of certain prescribed species above a certain fixed diameter limit, excepting those marked for reservation for seed tree or other purposes, standing upon certain specifically described lands, delivery to be effective without marking or scaling, as soon as exchange is consummated by transfer and acceptance of titles to conveyed lands.

(4) As a total of all trees standing upon certain described lands which are to be transferred in fee.

National forest stumpage may be transferred to private ownership under any of the four conditions enumerated, but transfers of private stumpage to Government ownership will occur only under condition (4).

National forest stumpage granted under condition (1) or (2) remains Government property until it is marked, cut, and scaled; must be protected at Government expense; and probably would have to be replaced by other Government stumpage if destroyed by fire or other causes not due to action by the grantee. The fact that it allows the best application of good principles of forest management tends, however, to offset its additional cost and makes it the preferable method for handling exchanges in which national forest stumpage is the consideration.

National forest stumpage granted under condition (3) becomes the property of the grantee as soon as the exchange is consummated by formal acceptance of the conveyed lands; is subject to taxation in the discretion of the State; and must be protected by the grantee who must assume all losses from fire or other causes occurring after exchange is consummated. This form of transfer is most applicable to forest types for which the standard silvicultural practice is clear cutting with the reservation of seed trees; otherwise it is questionable from the standpoint of good silvicultural practice, therefore should be employed with caution and only when safety, from the standpoint of resulting condition of the forest, is fully established by experience, or where an agreement can not be reached on any other basis and the net advantages of the exchange clearly offset its disadvantages. It always requires a very careful estimate.

A variation of form (3), applicable chiefly to small amounts of timber, occurs when the proponent is given a definite number of previously marked trees on a specific area, on the same basis as in sales by tree measurement. Standard silvicultural practices will be followed in the marking, and the objectionable features above mentioned do not arise.

Stumpage transferred under condition (4) passes with title to the land, and all carrying charges, taxes, liabilities, and losses must be borne by the owner of the land.

Cruises and Estimates.

All cruises and estimates of stumpage which is to be a recognized element of value in an exchange, on either offered or selected lands, must be made in conformity with standard forest service practices and requirements, as set forth in the "Timber survey" chapter of the forest management section of the manual.

If the stumpage is to be transferred under conditions (1) or (2) the cruise and estimate may be of the simplest character sufficient to afford a basis for appraisal, as the total amount or value of the timber to be removed will be determined by actual scale conducted as the cutting progresses. If the selected stumpage is within a going sale area, no separate cruise or appraisal will be necessary.

If the stumpage is to be transferred under conditions (3) and (4) there will be no opportunity to determine or control the volume by scaling, and as the fairness of the exchange will depend largely upon the timber volumes involved they must be determined with greater intensity and accuracy than would be required where scaling was to be practiced. Where the timber values are considerable a 20 per cent cruise should be the minimum, and where unusually large stumpage values are present a higher percentage should be used. If a definite number of previously marked trees is to be given, each tree should be estimated when marked.

Appraisals of Stumpage.

Where selected stumpage is to be cut from an area embraced within a going timber sale, where the timber has been cruised and appraised as a feature of the sale and its value established by public advertising and bidding, a reestimate and reappraisal will not be necessary.

In some rare instances the offered and selected lands may be so dissimilar in character, location, accessibility, or forest cover that stumpage appraisal by widely differing principles or methods may be clearly necessary and justifiable, but as a general rule all of the stumpage involved in an exchange should be appraised by uniform methods or principles.

If market conditions permit the early removal and manufacture of the stumpage, the appraisal should be in conformity with standard timber-sale practice. (See Reg. S-23 and instructions thereunder.) If, however, the immediate removal of the stumpage is impracticable and its indefinite retention on an investment basis is necessary, the use of conversion costs and average selling prices in its appraisal may not be as equitable as the use of prevailing stumpage values established by private commercial transactions within the same or a comparable region, or the computation of investment values in private ownership on the basis of carrying charges and probable returns. This will rarely apply to selected areas, and never to selected stumpage alone.

TRIPARTITE EXCHANGE

In many cases exchanges are proposed with intent to sell or trade the selected stumpage or land to third parties, the original proponent withdrawing from the transaction at the earliest opportunity. This can be accomplished in either of three wholly practicable ways, viz:

1. When the exchange has been approved and the local land office has signified its readiness to accept the application the original proponent may deed all of the base lands involved to the person who desires the selected stumpage or land and request that the filing of such person be accepted in lieu of his own. After such a transfer of interest has been made, however, the request that the filing of the person substituted be accepted in lieu of filing of the person who originally applied for the exchange must receive the approval of the Secretaries of Agriculture and Interior. The grant of selected stumpage or land may then be made to such third party.

2. When selected stumpage is to be cut by a third party, such person may be designated, subject to the approval of the Secretaries of Agriculture and Interior, by the proponent as his attorney in fact and recorded in the exchange application as authorized to act for the proponent in the cutting and removal of the selected stumpage. In such event, the local forest officers upon notification of the final approval of the exchange, will permit the attorney in fact to cut and remove the timber subject to the stipulations executed by the original proponent.

3. Through the medium of the special deposit funds, authorized by the act of July 24, 1919. The procedure for handling tripartite exchange cases by means of the special deposit fund is as follows:

The first step is a presumed proposal by the owner of the land subject to exchange, who wishes to secure a cash consideration in payment therefor.

The second step is to determine by an appraisal of the offered land the price at which its reconveyance could be accepted by the Government. This having been done an agreement should be executed by the exchanger indicating the value and stumpage acceptable to him and expressing his willingness to have such stumpage cut by a person to be selected by the district forester with the understanding that payment for that stumpage would be made in cash as soon as the deed of reconveyance has been accepted by the Secretary of the Interior.

The next step is to find a timber-sale purchaser willing to cooperate with the Government by consenting to the selection from the area covered by his timber sale of a quantity of stumpage equal to the value of the offered lands and by agreeing to purchase and cut such stumpage at the same prices and under the same conditions as those established by his timber sale.

The next step is a modification, if necessary, of the existing timber-sale contract by the addition thereto, under "Special conditions" of a section consenting to the use of timber covered by the contract for purposes of exchange. See special clauses, "Forest management" section of manual, under "Provision for land exchanges."

By the above arrangement the exchanger is definitely assured of an opportunity to select a marketable commodity in exchange for his land and is also assured a cash market for that commodity. He should, of course, be given to understand that the cash can not be paid to him until his reconveyance is accepted by the Department of the Interior or such time thereafter as the timber-sale purchaser may be prepared to cut and remove the selected stumpage.

The preceding arrangements having been perfected, the next step is to submit the exchange case in accordance with the regular procedure. In course of time it is approved by the Secretary of Agriculture and transmitted to the Department of the Interior with recommendations for the acceptance of title to the reconveyed lands. During the pendency of an application, care should be taken not otherwise to utilize the selected stumpage so as to prevent a consummation of the exchange without proper authority.

Some time must necessarily elapse before the reconveyed land is accepted by the Secretary of the Interior and the cutting of the selected stumpage is authorized. In the meantime the timber-sale purchaser who is also the prospective purchaser of the selected stumpage, finds that under his plan of operation the immediate removal of the selected stumpage is not only desirable but necessary. Refusal to allow the immediate cutting of the selected stumpage might prevent its utilization prior to the discontinuance of logging operations and thus destroy its value to the exchanger. To obviate such possibility the purchaser should remit to the district fiscal agent a sum equal to the appraised value of the selected stumpage and thereupon may proceed at once to cut such stumpage subject to all the conditions and requirements set forth in his timber-sale agreement. A separate scale book record will be made of timber so cut.

The district fiscal agent receiving the remittance above referred to places it in the special deposit or suspense fund where it remains until final action is taken in the land exchange case. If such action is an approval of the exchange and an acceptance of the conveyed land, the district fiscal agent remits to the exchanger an amount equal to the appraised value of his offered land and thus practically completes the exchange transaction. If for any reason the exchange is not consummated and the reconveyed land is not accepted, the district fiscal agent transfers the special remittance to the miscellaneous receipts, in which event the timber cut is charged against the timber sale.

GENERAL INSTRUCTIONS

TAXATION

In land exchanges proponents must continue to pay taxes on base or offered lands until the formal recording of the deed. After that the lands cease to be subject to taxation. In determining the merits of a proposed exchange consideration should always be given to the question of whether the withdrawal of the offered lands from taxation would adversely affect the county or State to a degree making the exchange undesirable.

In no event will the beneficiary of an exchange be allowed to escape just taxes on the plea that the privately owned resources or reservations are upon lands belonging to the Government. The determination of whether minerals or other resources reserved in the conveyed lands or stumpage or other resources selected in lieu thereof shall be subject to taxation rests entirely with the State. The Government in conducting exchanges will not obligate the other party to pay taxes upon the resources granted by the Government, nor, on the other hand, will it permit the private owner to plead Government ownership of the land as a means to escape taxation to which he is liable under State law.

GRAZING PREFERENCES

In the case of other forms of additions to national forests, persons who have used the added lands with sufficient regularity to establish a claim of prior use are granted grazing preferences under paid permit for the numbers of stock previously grazed on the added land, or such reduced numbers as may represent the true grazing capacity of such land and the particular stock grower's proportionate share therein. This same rule will apply to additions effected through land exchange, provided the exchange does not involve the selection of a commensurate area of national forest land. In cases where the exchangee acquires a commensurate area of national forest land, thereby withdrawing it from the use of other forest permittees, his use of such lands for grazing purposes will offset the previous use of the conveyed land, consequently the recognition of such prior use as the basis of a new or supplemental grazing preference would be inequitable to other permittees.

The maximum limits established to govern grazing upon a forest are not applicable to initial permits issued because of prior use of added lands, but such permits after their first issuance shall be subject to all rules, regulations, restrictions, or requirements applicable to other permits of the same kind and class within the same forest.

In no event will a prior user of land acquired through exchange be given any guaranty of exemption from reductions applicable to other permits of the same classes or other forms of consideration or special preference that would not be granted to a prior user of unappropriated public land that had been added to the forest.

COST OF ADMINISTERING EXCHANGES

In effecting exchanges with States it is a common practice to provide by agreement for the joint prosecution of the work of examination and appraisal and an equal division of the costs of the work. In exchanges with private owners this arrangement ordinarily is not advisable. The Government will make such examinations, estimates, and appraisals as it considers necessary, at its own expense, without any requirement of cooperation or participation in costs by the proponent. If the proponent desires to check the acceptability of the Government's findings of acreage, volume of timber, value of property, or other factors, he may do so independently and at his own expense.

Where national forest stumpage is the consideration granted, its appraised value closely approximates the value it would realize if sold for cash, the conditions governing its removal closely approach those which would prevail in a cash sale, and the value allowed for the property conveyed to the Government is the equivalent of its cash value. The division between the Government and the operator of the costs of administering and supervising the cutting will therefore be the same as that which would be made if the timber had been sold under a national forest sale contract.

Where lands are to be conveyed subject to timber reservations, the approximate cost to the Government of supervising the exercise of the timber rights should be carefully estimated. If the timber is to be removed promptly and the supervision of its cutting and removal does not entail unusual and additional expenditures, the full costs of supervision should be met by the Government. If, however, the proponent in conveying the land has imposed special conditions which increase the cost of administration and supervision by the Government, such as the reservation of timber for a term of years, such costs should be anticipated and provided for by an appropriate modification of the land value. If the exchange is conditioned upon the performance by the proponent of certain acts during or following cutting, such as brush disposal, snag removal, etc., which must be conducted by or under the supervision of the Forest Service, the costs of such work must be met by the operator as under a national forest sale contract by payment of the estimated cost of the work into a cooperative fund.

PROTECTION OF RIGHTS OF WAY

Care should be exercised to prevent the blocking of outlets from national forest lands by passage to private ownership of lands controlling such outlets. If the laws under which the exchange is to be made do not authorize reservations or exceptions of rights of way, and if the public interests can not adequately be protected by deeds of further assurance, the lands valuable for right-of-way purposes should be excluded from the exchange. In no event should an exchange be allowed to block access to the public properties.

PROCEDURE

Exchange legislation should be used as effectively as possible for the betterment of the national forests and no proper opportunity to consummate exchanges of public advantage should be overlooked. Steps should be taken to work progressively toward the carrying out of constructive plans of exchange work on each forest.

Agents or Representatives.

Properly accredited agents will be recognized in land-exchange negotiations upon request of the applicant, but it is not necessary that they be employed to secure proper consideration of a proposal or to perfect the details of an offer. The Forest Service is prepared to advise landowners directly as to the procedure necessary.

Application for Land Exchange.

An owner of private land who desires to exchange it for other Government owned land or national forest stumpage should submit application in letter form to the forest supervisor in charge of the forest in which the private land is situated citing the statute under which the exchange is to be made and listing in detail (1) the holdings proposed for conveyance to the Government; (2) the land or national forest stumpage desired in exchange therefor. Supplemental data, such as tax or assessment records, abstracts of title, leases involving offered lands, or other information relevant to the exchange may be required by the forest supervisor in his discretion before further action is taken. Care should be taken to determine that the lands are not subject to reservations, undivided interests, or other incumbrances not authorized under the exchange acts. No considerable expense should be incurred in the examination or appraisal of offered lands if any substantial question exists as to the soundness of the proponent's title or his ability to make a conveyance acceptable to the Government.

Where the selection of national forest stumpage is proposed the description of the area upon which cutting is to be allowed, the species to be cut, the methods of marking, brush disposal, fire protection, supervision of cutting, and all the details should be definitely reduced to writing, as in the case of a sample timber-sale agreement. If the stumpage desired is covered by an existing timber sale, the necessary amendment of the sale contract, making the stumpage available for selection in exchange, must be agreed to. When all preliminary details have been arranged the case will be submitted to the district forester, with appropriate report and recommendations.

Exchange Considered Undesirable.

If a proposed exchange is found upon investigation to be undesirable or impracticable, the district forester will inform the applicant that his application is rejected giving his reasons therefor. Or, instead of rejecting an application, a counter proposal may be made by the district forester to the applicant outlining an offer which in his opinion, and subject to the Forester's approval, will be satisfactory to the Government. In case of rejection an applicant has the right to appeal to the Forester. Where such action is taken the district forester will upon instruction forward his entire file in the case to the Forester for review.

Exchange Acceptable to District Forester.

If the base lands are chiefly valuable for national forest purposes, if the values placed thereon afford reasonable promise of securing by negotiation a valuation acceptable to the Government, and if the lands or national forest stumpage proposed for selection may be passed to private ownership without public injury, so that in the opinion of the district forester the proposed exchange is desirable and in the Government's interest, he will authorize the requisite examination and appraisal of the base and selection lands.

Functions of Branch or Office of Forest Management in Land-Exchange Work.

Land-exchange work in its relation to the acquisition or alienation of lands comprising integral parts of units of forest operation or management, and in its requirements for the determination and appraisal of timber values bears directly upon the work of the branch and offices of forest management. For this reason no case involving an exchange of timbered land or stumpage should be approved or transmitted to the Forester or Secretary of Agriculture until the views of forest management regarding the desirability of the exchange and the adequacy of the estimates and appraisals have been secured.

Any field examination and appraisal of the timber on base or selection lands, which may be required to determine the desirability of a prospective land exchange, should be made by officers working under instructions prepared or approved by such branch or office, except when other arrangements are ordered by the Forester and district forester.

Examinations and Appraisals.

Lands offered and proposed for selection in exchanges should be thoroughly examined and carefully appraised by designated forest officers in conformity with the instructions issued by the district office. Aside from the question of valuation, the principal point of interest in relation to the offered lands is their suitability for national forest purposes. In the case of selected lands the important question, valuation excepted, is the effect which their private ownership will have upon public interests, or the rights and interests of other private parties. These questions should be carefully studied and comprehensively discussed in the examiner's reports.

The degree of intensity with which the examination of any given tract of offered land shall be conducted will be determined by the district forester. If it is previously understood and agreed with the proponent that the timber standing on the offered land shall not be considered as an element of value in appraising such land it will be unnecessary to make a detailed cruise and estimate of such timber, since an approximation of its value and volume plus notes on its distribution and silvicultural condition will in such cases be sufficient.

Examination of Unreserved Public Lands.

If an exchange is applied for under some special act which authorizes the selection of lands outside of the national forest, the extent of the examination of such outside lands by forest officers will depend upon the cooperative arrangements previously made with the Department of the Interior. Participation by forest officers in such examinations should be as cooperative and harmonious as possible, but when irreconcilable differences occur in the values or conclusions reached by the representatives of the two departments, the forest officer may submit to the district forester his own individual report on the case.

Selection of Lesser Value Acceptable to Applicant.

In some cases the prescribed process of appraisal may indicate that the lands proposed for selection are of lesser value than those offered the Government, although, for reasons known to the applicant, they are acceptable as adequate considerations for the offered lands. In such event the applicant's willingness to effect the exchange may be regarded as establishing an equality of values to an extent justifying a recommendation for the approval of the exchange. The possibility that such a course would materially depreciate the value of the types offered as a base, or inflate the value of the types selected is too remote to warrant serious consideration.

Land-Exchange Reports.

The basic report in all land-exchange examinations will be a field sheet of letter size, Form 950. A separate form will be prepared for each section of land. Upon this form will be recorded all data pertinent to the described section of offered or selected land. If the form is not sufficient for this purpose supplemental sheets may be used. The combined sheets covering all sections offered or selected in a given exchange will be attached to and filed with the original copy of the report described in the following paragraph:

When more than one tract of base or selected land is involved, the final report upon an exchange in its entirety will be prepared on letter-size sheets; will comprehensively discuss all factors not covered by Form 950, such as the administrative desirability or undesirability of the exchange, etc., and present in summarized style all data essential to show the equality of values. It will be concluded with the district forester's recommendation for action. Attached to the report will be the field sheets described in the preceding paragraph. When the exchange has been consummated, the Forester will return the Form 950 to the district office. The preparation of additional copies of Form 950, therefore, is optional. The final report will be filed in the appropriate land-exchange file. It will be regarded and retained as a permanent record, not subject to the procedure governing the destruction of useless papers.

An acceptable report should discuss in detail all of the subjects listed in the outline for a report upon land exchanges, Form 705, so far as they relate to a particular exchange. The report should show the dates upon which examinations were made and the date the report was prepared and should be signed by the examining officer.

Silvicultural Reports and Stumpage Appraisals.

If either private or national forest stumpage is a major element of value in an exchange, and, if such stumpage has not been covered by previous reconnaissance or silvicultural reports which satisfactorily establish its character and value, a detailed silvicultural report and an appraisal shall be prepared and submitted in triplicate so as to provide copies for the offices of the supervisor, district forester, and Forester; but, if stumpage is a minor element of value, no discussion other than that required by Form 950 will be necessary.

Land Classification.

The field examination should be sufficiently comprehensive to provide the data for a land-classification report upon the base lands in the detail called for by the land-classification instructions, and the final report upon the lands to be conveyed must contain all information as to agricultural value required by the Secretary for the classification of the area in case the exchange is consummated and the area becomes public land.

Nonmineral Affidavits.

In cases where the terms of exchange do not contemplate the reservation by the Government of the mineral rights in the selected lands, it is necessary for the examining officer to execute a nonmineral affidavit in which he asserts that upon a given date he examined the lands and found them, to the best of his knowledge and belief, to be nonmineral and not occupied or claimed adversely to the Government. Since the rules of the Department of the Interior require the mineral examination to be made not more than 60 days prior to the presentation of the affidavit to the General Land Office, such examination and statement should not be made until just before the exchange is ready for presentation, but the detailed determination of the presence or absence of mineral values should be carried on as a feature of the detailed examination.

Land-Exchange Maps.

The unit maps on Form 950 will be prepared on a scale of 4 inches to 1 mile, and will show for both the offered and selected lands (1) typography, (2) cover types, (3) existing improvements, easements, rights of way, etc. An index map, prepared upon a proclamation diagram or administrative map of the forest, should also be submitted to show the relation of the offered and selected lands to the forest.

Formal Action by Forest Supervisor.

The findings and reports of the examining officer will be submitted to the supervisor, who will review them and initiate action to correct errors or supply deficiencies of information. Care should be taken to insure the inclusion of all data needed to properly and accurately present each phase of the subject. When the reports are acceptable to the supervisor he will transmit them to the district forester with his recommendations.

Formal Action by District Forester.

Upon receipt of the reports the office of lands will check the status of the offered and selected lands; review the appraisals to make sure that equality of values exists; and carefully analyze the reports for assurance that all requirements of policy and procedure have been observed. The record will then be referred to the office of forest management for a review of the timber appraisals and for a draft of the stipulations to govern the removal of timber, if that is a feature of the exchange. The views of the office of grazing regarding the values assigned the different classes of land, and the administrative desirability of the exchange should also be secured.

Execution of Stipulations and Agreements.

If the terms of the exchange contemplate the execution of stipulations by the applicant, he should at this stage be furnished with the final drafts of such stipulations and agreements and advised that the properly executed papers must be in the possession of the district forester before the Forest Service can formally advise the Department of the Interior of its approval of the exchange.

Formal Action by Forester.

The case, when in a form approved by the district forester, will be transmitted to the Forester, for whose files copies of all reports should be supplied. The procedure in the Forester's office will correspond with that prescribed for the district office. If the Forester's approval can not be given the terms and conditions offered, the record will be returned to the district forester for further negotiation with the proponent along lines indicated by the Forester's letter of transmittal. When the offer is acceptable to the Forester the necessary letter to the Secretary of the Interior will then be prepared for the signature of the Secretary of Agriculture.

Formal Approval by Secretary.

If the terms of the exchange are approved by the Forester and if the land classification data show the offered lands to be generally nonlistable in character and therefore acceptable in exchange, a letter will be prepared for the signature of the Secretary of Agriculture stating that the lands have been examined by members of the Forest Service, have been found chiefly valuable for national forest purposes, that the exchange will promote public interests, and that the land or stumpage selected does not exceed in value the lands offered the Government. The letter will close with the recommendation that the Secretary of the Interior accept title to the offered lands and take the other steps necessary to consummate the exchange. If the exchange is subject to any conditions or stipulations, these should be stated briefly in the letter, so that the exact conditions under which the exchange is approved by the Secretary of Agriculture may be

made matters of formal record. The favorable recommendation of the Secretary of Agriculture will, in effect, complete the initial functions of the Department of Agriculture in connection with the exchange, unless revisions or modifications of the Secretary's recommendations prove to be necessary to secure the approval of the Secretary of the Interior, which will rarely be the case.

Correction of Land Classification Record.

Approval of an exchange by the Secretary of Agriculture automatically classifies the land as chiefly valuable for national forest purposes. No correction will be made in land classification records, however, until such exchange has been consummated by the Secretary of the Interior's acceptance of title to the offered lands, but upon notification of such acceptance the district forester will prepare and transmit to the Forester three copies of a correction memorandum for insertion in the land classification folio, in conformity with the procedure for correcting that record. The memorandum should bear the case designation of the exchange and state the description, acreage, timber stand, and total value of the base lands, and of the selected lands, if any; the date reconveyance was accepted by the Secretary of the Interior and any other brief facts essential for quick reference. In exceptional cases, where large areas are exchanged, the inclusion of small tracts of listable land may be necessary. If such land is subsequently classified and listed, that fact will be recorded by correction memoranda.

At the time the correction memorandum is posted the exchange will also be made a matter of permanent graphic record on the land-classification maps, by indicating on such maps, by horizontal hatching in green ink, the lands conveyed to the United States, and, by perpendicular hatching in black ink, the lands granted by the United States. Each tract so recorded should be keyed to the proper correction memorandum by placing within its borders the index number of the memorandum.

The posting of the correction memoranda and the revision of the land-classification maps will complete the formal classification of the land.

ACTION BY DEPARTMENT OF THE INTERIOR

Approval by Secretary.

The Secretary of the Interior, upon receipt of the letter from the Secretary of Agriculture, unless he has reasons to do otherwise, will approve the exchange, subject to the submission of acceptable title to the lands tendered and to full compliance by the applicant with these regulations, and subject to any protests or other valid objections which may appear.

Formal Application to District Land Officers.

The General Land Office will notify land officers of the district in which the land or timber to be selected is located of the approval of the exchange, and such district land officers will in turn notify the person desiring to make such exchange of the approval thereof, and that he is allowed 60 days from receipt of notice within which to file his formal application, specifically describing the land selected, or the land in which timber selected is located, and the land to be relinquished. The application must be accompanied by the necessary affidavits and fees.

No fixed forms of application for selection under this act and accompanying affidavits as to the relinquished and selected lands have been prepared, but these instructions should be followed as nearly as possible.

Affidavits Required.

The applicant will be required to show by affidavit that he is 21 years of age, and otherwise legally capable of carrying through the transaction; that he is the owner of the land relinquished; and that said land is not the basis of another selection or exchange. He must also furnish his own affidavit or the affidavit of some credible person possessed of the requisite personal knowledge, showing that the land selected is nonmineral in character; that it contains no salt springs or deposits of salt in any form sufficient to render it chiefly valuable therefor; that it is not in any manner occupied or claimed adversely to the selector. These affidavits may be executed before any officer qualified to administer oaths.

Fees.

Fees must be paid by the applicant at the time of filing his application in the local land office at the rate of \$1 each to the register and receiver for each 160 acres, or fraction thereof, of the base lands surrendered and conveyed to the Government.

Publication and Posting.

Within 30 days from the filing of his application to select land or timber the applicant will begin publication of notice thereof, at his own expense, in a newspaper or newspapers having general circulation in the county or counties in which the land relinquished and the land or timber selected are situated, the newspapers to be designated by the register. Such notice must be published once each week for four successive weeks during which time a similar notice of the application must be posted in the local land office. The notice should describe the land or timber applied for as well as the land to be given in exchange, give the date of filing the application, and state that the purpose of the notice is to allow all persons claiming the land selected or having bona fide objections to such application an opportunity to file their protests with the local officers of the land district in which the land selected is situated.

Proof of publication shall consist of an affidavit of the publisher or of the foreman or other proper employee of the newspaper in which the notice was published, with a copy of the published notice attached. The register shall certify to the posting in his office. The dates of such publication and posting must, in all cases, be given.

Action by District Land Officers.

Should a protest be filed, all the papers should be transmitted to the General Land Office for consideration; but should no protest be filed against the allowance of the selection within 30 days from the date of the first publication of notice, and no objection appear on the records, the selector will be notified that he is allowed 60 days from receipt of notice within which to file the relinquishments or reconveyance, and abstract of title, as prescribed in preceding paragraphs.

The proof papers necessary to complete a selection should be filed at the same time. However, if additional time is necessary to complete the abstract, the same will be granted, upon a proper showing.

After the filing of the required relinquishment, abstract, of title, and other proof, the register will certify the condition of the record on the application and will promptly transmit the original application and accompanying papers to the General Land Office by special letter.

Relinquishment or Reconveyance.

The deed of relinquishment or reconveyance of the land tendered as a basis of exchange must be executed and acknowledged in the same manner as a conveyance of real property is required to be executed and acknowledged by the laws of the State in which the land is situated. The deed should also be duly recorded.

Where the relinquishment or reconveyance is made by an individual it must show whether the person relinquishing is married or single, and if married, the wife or husband of such person as the case may be, must join in the execution of the relinquishment or reconveyance in such a manner as to effectually bar any right of curtesy or dower, or any claim whatsoever to the land relinquished, or it must be fully shown that under the laws of the State in which the relinquished land is situated such wife or husband has no interest whatsoever, present or prospective, which makes her or his joining in the relinquishment or reconveyance necessary.

Where the relinquishment or reconveyance is by a corporation, it should be recited in the instrument of transfer that it was executed pursuant to an order or by the direction of the board of directors or other governing body, a copy of which order or direction should accompany such instrument of transfer, and should bear the impression of the corporate seal.

Abstracts of Title.

Each relinquishment or reconveyance must be accompanied by a duly authenticated abstract of title, showing that at the time the reconveyance was recorded the title was in the party making the conveyance, and that the land was free from conflicting record claims, tax liabilities, judgment or mortgage liens, pending suits, or other encumbrances.

The certificate of authentication of the abstract must be signed by the recorder of deeds or other proper official, under his official seal, and must show that the title memoranda is a full, true, and complete abstract of all matters of record or on file in his office, including all conveyances, mortgages, or other encumbrances, judgments against the various grantors, mechanics' liens, lis pendens, or other instruments which are required by law to be filed with the recording officers, affecting in any manner whatsoever the title to the described land. The authority of the tax records must be certified showing that all taxes levied or assessed against the land, or that could operate thereon as a lien, have been fully paid; or whether

there is a tax lien, although such tax is not assessed, due, or payable; that there are no unredeemed tax sales and no tax deeds outstanding as shown by the records of his office. The absence of judgment liens or pending suits against the various grantors which might affect the title of the land relinquished or reconveyed must be shown by the official certificate of the clerks of the courts of record, whose judgments, under the laws of the United States or the State in which the land is situated, would be a lien on the land reconveyed or relinquished. If it is preferred the abstract may be authenticated by an abstractor or by an abstract company, approved by the General Land Office, in accordance with section 42 of the Mining Regulations of April 11, 1922 (49 L. D. 15, 69).

Application for Timber.

If timber is desired in exchange for the land to be conveyed to the United States, proof that notice has been published and posted will be all the evidence necessary to be filed in regard to the timber, but all the proof required in connection with the land offered as a basis for the exchange must be filed.

Action by the General Land Office.

The application and accompanying proof will, upon receipt by the General Land Office, be examined at as early a date as practicable, and if found defective opportunity will be given the parties in interest to cure the defects, if possible. The selection if it appears regular and in conformity with the law and the regulations, and if for land only, will be formally approved for patent by letter to the district land office, but if timber is taken in exchange the Secretary of Agriculture will upon advice of the Secretary of the Interior that the regulations have been fully complied with, issue proper permit or certificate for timber.

Practice and Procedure.

Notice of additional or further requirements, rejections, or other adverse actions of registers and receivers, the Commissioner or the Secretary will be given and the right of appeal, review, or rehearing recognized in the manner now prescribed by the rules of practice, except as otherwise herein provided. A protest or other objection against the selection or the application to select must be filed in the district land office, to be forwarded to the General Land Office for consideration and disposal. Application to enter filed subsequent to any conflicting application to select will be rejected except where the subsequent application to enter is supported by allegations of prior right, in which event it will be transmitted to the General Land Office with appropriate recommendation. Applications presented under these regulations not in substantial conformity with the requirements herein made, not accompanied by the prescribed proof, or where land offered as basis of exchange, or the land selected is not situated within the boundaries prescribed by the act, will be rejected, subject to appeal or curing of the defect where possible.

Right Reserved to Reject Any and All Applications.

Applications to select either land or timber under the provisions of the act will not defeat the right of the United States to withdraw or reserve the land for such purposes or uses as may be proper prior to the filing in the district land office of an application complete in all particulars.

Other Forest Exchanges.

Other acts provide for exchanges of lands in national forests. Special regulations governing these acts have not been prepared but exchanges thereunder must be made under the foregoing regulations, modified, however, to meet the limitations, conditions, and provisions of the acts mentioned.

MISCELLANEOUS INSTRUCTIONS

Informal Preliminary Review of Papers by District Forester.

Minor deficiencies in title, which in ordinary commercial practice would be disregarded, frequently operate to prevent or postpone the acceptance of titles by the Department of the Interior. A complete enumeration of the minor defects which impair the acceptability of titles can not be made, but many of them are known to the district assistants to the Solicitor, who, through their familiarity with the title practice of the Government, can frequently detect defects which would not be observed by an attorney or abstractor in private practice. An informal review by the district assistant to the Solicitor of all title papers relating to base lands offered in exchange and prior to their presentation to the local land office is therefore desirable and meets with the approval of the Solicitor of the department. The prior determination of errors, deficiencies, or other conditions which would delay or prevent favorable action on the exchange by the Department of the Interior will materially expedite the progress of the case.

To this end, proponents in land exchanges, when they are prepared to present to the local land office a formal tender of their lands to the Government, should be encouraged to informally submit the record relating to the application to the district forester for preliminary comment and criticism.

The record should be reviewed carefully to determine whether the terms of the offer differ in any material degree from the terms reached as a result of the prior negotiations. If so, this fact should be called to the proponent's attention and the record returned.

The administrative acceptability of the offer having been determined, the case should be referred to the district assistant to the solicitor for an informal determination of the legal acceptability of the title and any other legal requirements which may be involved. Deficiencies or defects in title should be noted by the district assistant to the Solicitor in memorandum form, together with proper suggestions for their remedy or correction. The record should then be returned to the proponent with the suggestion that the noted deficiencies or defects be remedied before it is filed in the local land office.

When the case is returned by the land office for further action by the proponent, the local forest officers should follow it up so that unnecessary delays in meeting the further requirements of the Department of the Interior may be averted. The proponent should be given all reasonable assistance in the perfection of his case.

Substitution of Base.

If the proponent finds he is unable to convey good title to any part of the land he has offered in exchange and desires to substitute other lands of equal value, the supervisor, after examination and appraisal of the substituted lands, will report his findings to the district forester, who, if he approves the substitution, will prepare and transmit to the Forester a letter, for the Secretary's signature, advising the Secretary of the Interior of the substitution and its approval by the Department of Agriculture. The letter should describe in detail the lands to which title is not acceptable, and those offered in substitution therefor; should state that the latter lands are valuable for national forest purposes, and are equal in value to those they replace.

Removal of Stumpage from National Forest Land.

In cases where the consideration is in the form of stumpage upon national forest land the Commissioner of the General Land Office will formally advise the Forester of the acceptance of title to the base lands. Such notification will constitute authority to the Forester to permit the cutting and removal of the national forest stumpage under the terms and conditions agreed to in the exchange.

Upon receipt, through the office of the Forester and district forester, of notification that the base lands have been accepted for the Government by the Commissioner of the General Land Office the supervisor will proceed as soon as practicable to designate the exterior limits of the lands from which the national forest stumpage is to be cut, and to supervise such cutting to such degree as the terms of the exchange may require. Timber will not be marked or scaled unless the exchange agreement so provides.

Reports of Stumpage Cut Under Exchange Agreements.

Periodic reports upon progress of cutting, method, and progress of brush disposal, and all other related information required in established timber-sale practice will be required for cutting operations conducted under exchange agreements. If the grant of stumpage embraces all trees on a described area of certain species and above a certain diameter limit marking and scaling will not be necessary. If the grant is for a certain fixed number of board feet or other units of timber measurement, then it will be necessary to mark and scale, measure or count the timber cut and report it periodically so that in every respect, excepting that of the consideration received by the Government, the cutting shall conform to the practices which would prevail if the same timber were being cut under a cash sale.

At the close of calendar year a report on Form 446 (u) should be prepared by each forest upon which exchanges have been made, or are in process of consummation. Only those cases in which a formal offer has been made should be reported.

Where the offered land is in one forest and the selected land or stumpage is in another, the case will be reported only by the forest containing the offered land with a footnote showing the forest in which the selection is to be made.

RECREATION

REG. L-19. Public camp grounds established upon national forest lands which are improved by the Forest Service, either from appropriations made for such purposes or in cooperation with other public or private agencies, are for transient use by the traveling public and shall not be occupied for extended periods except under special-use permit issued by the forest supervisor. When the public interest so requires, the district forester may fix a maximum number of days during which any person or group of persons may occupy a designated camp ground, notice of which shall be given by a sign posted within said camp ground, and occupancy of the camp ground for a period in excess of that established by the district forester is prohibited. (See Reg. T-9, par. (G).)^a

Recreation in Relation to National Forest Management.

It is not the purpose of the Forest Service to duplicate within the national forests the functions, methods, or activities of national, State, or municipal park services, nor to compete with such parks for public patronage or support. Recognition must, however, be given to the occurrence within the national forests of mountains, cliffs, canyons, glaciers, streams, lakes, and other landscape features; natural formations such as caves or bridges; objects of scientific, historic, or archæological interest; timber, shrubs, and flowers; game animals and fish; and areas preeminently suited as sites for camps, resorts, sanatoria, picnic grounds, and summer homes. These utilities, which singly or in combination afford the bases for outdoor recreation, contributing to the entertainment and instruction of the public or to public health, constitute recreation resources of great extent, economic value, and social importance. No plan of national forest administration would be complete which did not conserve and make them fully available for public use. Their preservation, development, and wise use for the promotion of public welfare is an important and essential feature of forest management which adequately should be coordinated with the production of timber and forage and the conservation of water resources. The areas now constituting the national forests have been used for recreational purposes since the first settlement of the country and such use naturally will grow as the population increases and as wild land is converted to cultivation.

The circumstances prevailing upon a given area must necessarily determine whether recreation shall be dominant, equal, or subordinate in relation to other forms of use. Major timber, grazing, or water values should not be sacrificed to minor recreation values. On the other hand, major recreation values should never be sacrificed to minor timber, grazing, or water values. Where recreation and other forms of use conflict, the first step should be to determine whether careful planning will not secure maximum utilization of one resource with minimum injury to the other. In timber sales, for example, the leaving of protective strips along roads and surrounding parks and camp grounds may make it possible to utilize practically all the marketable timber without impairing the scenic or recreational values. Rigid protection of an area from grazing during the summer camping season may make possible its use for grazing purposes before camping begins or after it ends. Proper sanitary facilities and requirements may render unobjectionable the recreational use of a watershed constituting a municipal water supply. If, however, a conflict between two forms of use can not be reconciled, then the use of greatest importance should take precedence over the others, and where recreational utilities are clearly of minor importance they may be disregarded or suppressed.

^a Amdt. No. 72, effective Sept. 1, 1927. (98-L)

Correlation with National, State, and Municipal Parks and Activities.

Existing national, State, and municipal parks are important primary elements in any comprehensive regional plan of recreation development. The relation of forest recreational development to other national, State, county, municipal, organizational, or private activities in the same field should be systematically analyzed and correlated so as to enhance rather than compete with such activities.

Priority or Preference in Recreation Uses.

In all recreation plans, and in the award of recreational privileges through the medium of special-use permits, preference should invariably be given to the form of occupancy representing the highest utilization of the area on the basis of broad public service and interest. No plans should be made or permits issued, except on a temporary basis, whereby areas of great public importance are occupied or encumbered by less desirable or important forms of use. While exceptions requiring special administrative decision are inevitable, the order of preference or priority of various forms of use should generally be as follows:

1. Public camp grounds, motor camps, playgrounds, or picnic grounds.
2. Health camps, summer camps, playgrounds, or picnic grounds maintained by States, counties, or municipalities.
3. Health camps, playgrounds, or picnic grounds maintained by semipublic organizations.
4. Health camps, summer camps, playgrounds, or picnic grounds maintained by charitable, fraternal, denominational, or other like organizations.
5. Summer schools conducted by public agencies.
6. Hotels, camps, and resorts operated on a commercial basis for the accommodation of the general public.
7. Public utilities, such as stores, garages, filling stations, boathouses, liveries, etc., for which there is an actual public demand and need.
8. Club houses, camps, resorts, and camp grounds maintained by private organizations for the exclusive use of their membership and not available to the general public.
9. Summer homes for the exclusive use of permittees and their families.

Summer Home Colonies or Community. (See "Community Permits" Special-use chapter.)

The low preferential rating given summer home occupancy is merely relative. While such use should not be allowed to compete with other higher forms it is in all respects desirable upon areas not required for uses of greater public importance. Land of little or no value for general public use may be wholly satisfactory and desirable for summer residential purposes and toward such tracts the growth of summer home development should be directed. Many an odd acre in a forest has value as a site for a single summer residence, which should be realized, provided the location of a summer home thereon does not interfere with administration or with other forms of use.

Summer-home communities are for the private and exclusive use of the permittees residing thereon, consequently the installation of water, sewage and lighting systems, sidewalks, and other features of municipal development, can not be undertaken at Government expense, except so far as the utilities described contribute to the use of administrative sites, public camp grounds or other features of general public character. Organized groups of permittees who desire to install necessary public utilities at their own expense will be assisted in the preparation of plans, estimates and surveys, and in other comparable ways not requiring direct outlay of public funds, as fully as the other requirements of Forest Service work will allow. Where the installation and operation of utilities on a commercial basis is feasible, and meets with the approval of the permittees concerned, it will be authorized by the issuance of special-use permits.

Commercial Development of Recreational Resources.

For certain forms of recreational development the employment of private capital and managerial skill on a profit-making basis will best secure the utilities and services needed by the public, and where a monopoly of areas which should be opened to public use or development will not result, commercial enterprises should be encouraged. Ordinarily, rates, standards of service, and other details will be sufficiently regulated by competition to obviate the necessity for control by the department, but where there is any possibility that the public may be subjected to extortionate charges, unsatisfactory service, discrimination, or other injustice, the special-use permit should provide by appropriate stipulation that charges, standards, or qualities of service and like matters shall be subject to control by the Secretary of Agriculture. Such rights should be exercised only so far as may be necessary to secure fair treatment of the public in its use and enjoyment of the national forest lands.

Special Forms of Dedication for Preservation of Recreational Resources.

The vital importance of certain recreational areas to the welfare and prosperity of States, counties, municipalities, or communities frequently creates a specific and pressing demand for forms of reservation guaranteeing the careful preservation of recreational resources from impairment or destruction. This demand commonly manifests itself in a movement for the creation of a national park or national monument, or other special form of reservation. Such action is warranted only when the recreational value or utility is supreme within its class and national in its importance. On the other hand, a legitimate demand for the protection of important recreational utilities must be recognized within reasonable limitations.

Where the resource is important and extensive, and administrative action by the Forest Service may not give a sufficient degree of security, dedication to recreational use may be accomplished by formal order of the Secretary of Agriculture which, in effect, will establish certain special rules to govern the administration and utilization of a described area and thus afford an additional guarantee that the recreational value will be carefully conserved. Since promiscuous use of this form of dedication would impair its effectiveness it should be recommended by the district forester only where it is clearly apparent that any lesser form of protection would be inadequate to meet the obvious requirements of the situation and therefore unacceptable to the communities concerned. An area so dedicated will be called a "recreation division"—for example, Mount Hood Recreation Division of the Mount Hood National Forest.

For areas of lesser importance proper recognition and protection of the recreation resources should be secured through dedication as a "recreation area" by the district forester and approval of a plan of management in which the recreational use is properly featured. Dedication of an area by the Forester should rarely be necessary.

An area dedicated in either of the ways above described should be appropriately marked with substantial signs at all points of entrance and general occupancy.

ORGANIZATION OF RECREATION WORK

Recreation is an inseparable feature of forest management and as such should be handled primarily by the administrative organization in common with other administrative duties. The limited funds available for the work imperatively require maximum expenditures on the ground. The importance of planning can not be minimized or disregarded, but the concentration of available funds on special personnel or plans at the expense of improvements is unwise except where such planning leads to cooperative contributions greatly exceeding the cost of the plan work. Where it is evident, however, that a recreational engineer, construction expert, or caretaker is needed to secure the highest use of recreational utilities, his employment should be recommended.

Recreational Engineers.

The wise development of all recreation resources within the forests, the application of these resources to the best human ends, the reconciliation of recreation uses with other forest utilities and the devising of appropriate methods toward all such ends, presents problems of a highly complicated nature. The Forest Service recognizes the great importance of employing men of the best technical attainments in every specialized field where the service operates, and this principle should be extended to the problems of forest recreation as rapidly as the availability of funds and other organizational requirements of the Forest Service will permit.

The functions of the recreational engineer in the national forests are primarily as follows:

1. To estimate the relative values of scenery and of landscape elements in various forest areas, and to show how these values can best be preserved, enhanced, and brought into human use and enjoyment.
2. To plan the most practicable means of making such scenery and depending recreation values accessible and useful to the public.
3. To plan for the protection and convenience of all recreation users of the forests, providing necessary fire protection, sanitation, safe water supply, etc.
4. To plan and aid in all forms of cooperation in which States, counties, municipalities, and associations of all sorts work with each other or with the Forest Service for the development, protection, and utilization of resources of forest recreation.

Construction Experts.

Generally, the construction of recreational improvements will be directed by the supervisor or such ranger as he may designate, but where large scale developments, particularly those conducted in cooperation with other agencies, involve extensive construction and heavy outlay, the employment of construction experts may be authorized.

Camp Ground Caretaker.

As a rule recreational use should be supervised by the regular field organization. If short-term guards or fire patrolmen are stationed on or near public camp grounds, they should be required to use their slack time in the supervision and maintenance of such camp grounds. There will be, however, certain points of congestion, which may be single camp grounds or a series of camp grounds within a single forest or group of forests, where the daily average number of campers may be so large that special direction or supervision is imperatively required. In such event, proper protection of public health and property may require the employment of a camp ground caretaker. His job would be to see that the camps and summer home-site areas are kept in a sanitary condition and free from fire hazards; to lay out new camps and home-site areas under general plans; and to do all kinds of simple improvement work such as digging a garbage pit or repairing a latrine. Where he has more than one camp ground to look after he should furnish adequate means of transportation and carry tools and a camp outfit with him.

RECREATION PLANS

Forest recreation as relatively new work, somewhat less definite in its future requirements than other features of forest management, offers exceptional opportunities for error, unless conducted as plan wise and systematically as conditions will permit. Three plans are essential: A district plan, a forest plan, and a unit or area plan. They should be simple but at the same time comprehensive, and should be coordinated with the other plans for the forest, particularly management and grazing plans.

Recreational planning should work invariably toward better fire protection, improved sanitary conditions, and simplified administration. The areas within which special attention should be given to a correlation between recreation and protection, sanitation, or administration should be shown on the plan.

A study of the volume and distribution of present or prospective recreational use is a prerequisite for sound recreational planning. As such studies show points of congestion or excessive use, the opening up of new areas becomes the logical means of relief. Intensive improvement should be concentrated at points where it will most relieve the pressure on existing utilities.

The recreational use of a given region usually is controlled by an area or utility which constitutes the key to the entire unit. These key points should be determined and used as bases of plans of improvement work. As a general rule their improvement would be first in order. As this is accomplished, development should extend outwardly to the subordinate areas or utilities until a comprehensive plan of improvement and use is secured.

Recreational development beyond actual or reasonably prospective public demand is neither necessary nor justifiable. Avoid overexpansion. Development merely for the sake of development is a poor use of the limited funds available.

Composition of Plans.

Plans prepared and maintained in atlas-folio form have proven most useful and effective. Where relatively intensive plans are in order this form of preparation should be encouraged. Maps, charts, tabulations, and photographs should be used instead of narrative statements wherever practicable. Plans should show conditions, principles, and purposes. Minor details of construction, supervision, and use should be omitted.

Standardized legends, symbolic forms, colors, blocking, and shading permit the graphic expression of vital facts with a minimum outlay of time. As a preliminary to the initiation of plans each district should formulate a standard code to facilitate graphic presentation of essential data.

District Plan for Recreational Development.

The first feature of a district plan should be the preparation of an index map showing graphically the location, class, character, degree of use, and nature of existing improvements of all known actual and potential recreation resources upon national forest lands within the district.

The second feature should be an analysis of the present and prospective public demand for the use of these resources and the character and extent of the development work needed to reasonably meet such demand. In this, proper allowance should be made for probable increases in volume of use.

The next step will be to plan a correlation between recreation work conducted by the Forest Service and that conducted by other national, State, county, municipal, organizational, or private agencies.

Cooperative participation, financially or otherwise, by the State, counties, municipalities, civic, industrial, charitable, or other organizations, associations of forest users, and others, will materially influence the scope and progress of the work, consequently some approximation of the actual or probable extent and character of such cooperation is an important preliminary in the preparation of the plan.

The extent to which private capital shall be allowed to develop recreational resources on a commercial basis will have an important bearing both on the question of financing the work from public funds and on that of receipts. A proper plan should, therefore, take account of the relation of private commercial development to the general problem.

A recreational area which requires the technical skill and experience of a specialist in recreation engineering to preserve or attain its maximum usefulness should be so recorded in the district plan, and used only under temporary conditions until proper plans for permanent development can be worked out by a recreational engineer.

Peculiar problems of use, coordination, or improvement in their relation to specific areas may well be given prominence in a district plan through detailed discussion or by graphic characterization upon the index maps.

Camp grounds, representing the most general form of use, should be conspicuous features of the plan. Their relative importance may be indicated by classification; camp grounds used by more than 5,000 people per season being designated as of class A, those used by from 500 to 5,000 people as of class B, and those used by from 50 to 500 people as of class C. Status of improvement may be indicated symbolically, a simple circle of appropriate color indicating an unimproved camp ground, a partial shading or blocking of the circle a partly improved camp, and a solidly colored circle a completely improved camp.

In addition to conspicuous natural features, scenic attractions, and camps or summer-home areas the district plan should also show the location of auxiliary attractions such as areas rich in fish or game, berry patches, or other areas where natural products of the forests may be found.

FOREST RECREATION PLAN

The recreation plan for the forest should cover in relation to the forest all of the subjects embraced in the district plan with such additional data as may be necessary, in the judgment of the supervisor, to make the plan comprehensive.

UNIT RECREATION PLAN

A unit plan ordinarily will embrace a lake or river watershed, a group of several associated recreation areas which are made accessible perhaps by one main road or other common system of transportation. Usually it will contemplate early execution, involving financial outlay, the alteration of landscape elements, construction, and occupancy. Its preparation requires care, detail, foresight, and appreciation of both human and forest requirements. Careful planning should be the initial step in unit development, except where only temporary structures, uses, and forms of occupancy are intended.

Detailed Plan of Land Use.

A topographic map with close contour intervals (not more than 10 feet if possible), upon which all natural features and existing culture are shown, aids greatly in the detailed planning of a project and should be used if obtainable without excessive cost or effort.

The appeal of the national forests to recreationists lies partly in their undisturbed natural beauty, partly in the opportunity for the temporary adoption of simple modes of life, and partly in the field they afford for the exercise of qualities of endurance, hardihood, resourcefulness, freedom of action, and skill in woodcraft. Artificial or discordant forms of physical improvement seriously impair these attractive qualities and should be avoided. Simplicity should be the keynote of all recreational work. Improvements should harmonize in design, materials, and arrangement with their setting or environment. Natural conditions should be preserved and development should be limited to the facilities necessary to meet modern requirements of sanitation, safety, and comfort for the individual, and adequate protection for the forest properties. In every district a few unusually important and intensively used areas will require special treatment to meet the obvious requirements of the public, but the number of such areas should be held to the minimum.

Administrative sites, including sites for the use of forest officers, and for timber exploitation or other uses must be decided upon before the area is ready for recreation uses classification.

Each unit should be carefully studied to determine the highest use to which each part is adapted and, that having been determined, should be divided or allotted accordingly. In dividing an area the standard forms of use should be provided for in the order of their importance and necessity as indicated on page 98-L. As public camp grounds usually serve the largest numbers of people their location should receive first consideration. They should be spacious, readily accessible, afford full enjoyment of the natural features, be adapted to temporary camping use, give reasonable seclusion to the campers, and afford the best possible conditions of water supply and sanitation. Camp grounds having been provided for, sites for health camps, summer camps, play grounds, picnic grounds, and summer schools should next be considered, if such uses are to be anticipated. Outlook, surface, shade, accessibility, space, water, sanitation, and freedom from detrimental influences are essential requirements for the comfort and pleasure of the large number of people who will patronize such camps and schools. For hotels and resorts location, outlook, accessibility, and sufficient space for the installation of necessary facilities and structures are prime essentials for successful enterprises. For public utilities accessibility is the most important feature, little space is required, and the absence of attractive views is not a detriment. Summer homes demand attractiveness of location but space requirements are not great, difficulty of accessibility is less important and buildings may be adapted to difficult ground without impairment of their usefulness. Extreme care should be displayed, not only in classification but in actual issuance of permits, to safeguard areas of highest usefulness from impairment by occupancy for uses of inferior importance. Areas valuable and necessary for camp grounds must not be occupied by hotels or resorts, nor should the sites best adapted to hotel and resort purposes be occupied by stores or residences. Private organizations should not be allowed to occupy the sites best adapted to general public use. Care must also be taken to prevent the close association of conflicting forms of use. The activity and noise of camp grounds may provoke complaints by summer residents who are allowed to establish themselves close to such camp grounds. A summer school should not adjoin a resort or hotel if other suitable sites are available. Garages, stores, and stables may detract from the desirability of residential lots.

Care should be taken to avoid tracts exposed to hazards such as high water, snowslides, landslides, or other dangers, not readily perceptible to the inexperienced eye but certain to result eventually in damage to property.

Land or dividing lines should be adapted to the conformation of the area, rectangular surveys or subdivision being employed only when in complete harmony with the location or setting.

An essential feature of the detailed plan is the proper relocation of existing roads or location of necessary new roads, giving main highways at least 60 feet right of way, lateral roads and important trails at least 30 feet right of way. Effort should be made to secure the maximum degree of accessibility to all parts of the area with the least mileage of road. Adequate road facilities to the camp grounds, and more heavily used sites such as hotels, resorts, etc., are particularly important. The fact that poorly designed roads may destroy the usefulness of desirable areas should not be overlooked and care should be taken to guard against locations that will traverse and cut up desirable lots or sites, thus impairing or destroying their usefulness for recreational purposes.

The balancing or coordinating of elements of scenic beauty, or, in other words, practical or technical landscape treatment should be a prominent feature of a plan where these elements constitute the basis of the utility. Where they are extensive and vital the aid of a qualified technical expert should be secured if possible. Departmental publications on the subject should be studied and followed. The following suggestions are based upon the experience of different districts.

The construction of numerous cottages and accompanying buildings in unnecessarily close proximity to the shores of lakes or large streams should never be allowed. The preservation of scenic beauty and of maximum public utility requires reservation from special occupancy of a strip of land of reasonable width surrounding the shore of each lake and along each stream. Public passage around a lake or along a stream should not be unnecessarily impeded.

As a general rule, roads or trails should be so located that camping grounds will be between them and the lake or stream but should not be kept back from water fronts for long distances with the idea that more recreation territory will thus be made available, nor conversely should they follow water fronts

continuously. Either is tiresome, as are also long tangents. The best location is one which rests the eye with an alternation of timbered stretches and water scenery, effort being made to include all important scenic features. Topography will of course primarily limit road location.

Small local natural parks should be reserved at interesting points to break the monotony of heavy human use. On areas leading to major scenic features, such as national parks, utmost care must be used to keep the main-road sides as free as possible of man-made improvements.

Strips of virgin timber should be left along main highways and roads as far as possible. Where large timber values are in consideration—more particularly where wind-throw is a factor—the plan should contemplate the utilization of merchantable timber, but no denudation of the strip, the roadside scenery being left in the best possible condition for quick recuperation. The width of a strip will vary according to sighting distance from the road. In open yellow-pine regions, for example, the cutting of merchantable timber should be so planned that the remaining timber will graduate from virgin stands at the roadside to the standard selection cutting at some distance, usually 500 feet, from the road.

Building Restrictions.

Wide latitude should be allowed special-use permittees in the cost, architectural design, and painting of their building, but unsightly structures which seriously discord with existing structures or impair the scenic beauty of an area, or which through flimsiness of construction constitute a hazard to other property, must necessarily be prohibited. A plan may therefore embody simple principles or restrictions to govern construction work by permittees.

So far as practicable lot lines should be so located as to preserve adequate free spaces or zones of separation between the structures on adjoining lots, or between structures, and roads, shores, etc. Where this is difficult building lines may be established in the plan or a clause incorporated establishing a minimum distance between a permittee's structure and the exterior boundaries of his lot.

Building restrictions to be effective should be incorporated or referred to in the special-use permits.

CAMP-GROUND FACILITIES AND CONVENIENCES

The concentration of large numbers of people at important camp grounds inevitably creates conditions hazardous to public health and property, unless the facilities requisite for good sanitation and effective fire protection are promptly installed. While the Government is not subject to the provisions of State laws regarding sanitation, fire protection, etc., its obligation to maintain its properties with due regard to public health and security is sufficient to justify reasonable expenditures of public funds for such purposes.

It will be the policy of the Forest Service to limit the expenditure of public funds to primary facilities designed to accomplish better conditions of public health and safety and better fire protection. Simple standards of design and construction will be rigidly adhered to, and strict economy will be practiced in all expenditures of public funds. Refinements of improvement contributing to public comfort and pleasure rather than health and safety are desirable, but their installation should depend upon cooperative contributions, or their operation as commercial enterprises.

The primary facilities required for the reasonable protection of public health and safety, or to secure adequate protection against the increased fire hazard due to the presence of large numbers of people in the national forests, are given below. The order of their relative importance varies in different districts, and even in different parts of the same district, but on the basis of general experience it is as indicated by the order in which each class of utilities is discussed.

Sources of pure water supply.

Toilets—fly proof and well ventilated.

Garbage pits and incinerators.

Fireplaces.

Tables and benches.

Overnight shelters.

Footbridges.

Registration and information booths.

Protective fences and pastures.

Sources of Pure Water Supply.

Extensive use for camping purposes presupposes the existence of water, which, however, may not be free from contamination or pollution or readily accessible to campers. The provision of facilities whereby an abundant and conveniently accessible supply of pure water is obtainable is therefore the most important feature of camp-ground improvement.

Water from natural sources adjacent to the camp ground may meet all requirements if simple improvements are installed. Short trails to a creek and stepping stones to a point where depth of water permits dipping are inexpensive and often adequate. In other cases, the cleaning of springs or seeps with proper provision for the collection of water in barrels or large-diameter tile drain pipes upended in the ground, or in concrete or masonry pools is another common means of providing water. Where near-by springs permit the piping of water by gravity without expensive outlay in headworks or pipe lines this should be done. In some instances water conduits or pipe lines may be tapped with the consent of the water company or municipality operating them. The guiding rule should be to set a high standard of purity and a reasonable standard of convenience in use and then meet it by the simplest and least expensive method that can be adopted.

Toilets.

Good sanitation and public comfort require the installation of an adequate system of toilets on every public camp ground as an initial step in its improvement. The number, type, and distribution of toilets will be governed by the conditions peculiar to the site. Soil conditions, drainage, accessibility, average number of campers, availability of funds, and the sanitary requirements of State laws, or municipal ordinances should be considered in planning the necessary system.

Toilets should be substantially constructed in conformity with specifications formulated by Federal and State agencies; and should harmonize in design, color, and location with the general plan of improvement. Separate toilets for men and women should be the rule.

Three types of toilets are commonly used—pit, chemical, and flush with septic tanks.

The pit type is simple, inexpensive, and readily constructed by comparatively unskilled labor. It should invariably be fly proof and well ventilated. On small camp ground it usually is satisfactory except where porous soils permit subsurface drainage into springs, or streams used for domestic purposes, in which event this type is objectionable. Where used, lime or other materials for disinfection should be provided and good sanitation should be secured by periodic relocation and the filling of old pits. On extensive camp grounds the relative desirability of numerous widely distributed toilets of the pit type should be weighed against that of installing a central system of the expensive flush type involving an equal expenditure.

Chemical toilets are covered by patent. Several efficient types are on the market at reasonable prices and the total cost of a toilet installed is not greatly in excess of a well-constructed toilet of the pit type. Chemical toilets require some supervision and care. Where this can be secured at reasonable expense the type is a good one to use.

Toilets of the flush type require the installation of a water system, septic tank and a more elaborate and expensive structure. Their initial cost is high and constant maintenance and supervision is necessary. Cost considerations limit the number that may be constructed, and upon large camp grounds the distance between the toilets and outlying camp sites may impose hardship upon the occupants of such camps or encourage insanitary practices. Upon areas primarily used as picnic grounds under conditions comparable to a city park with caretakers available for maintenance and supervision, the flush type of toilet is justified, but for areas occupied primarily as camp sites a simpler and more widely distributed system is preferable.

Refuse or Garbage Pits or Incinerators.

Refuse and garbage disposal is always a problem on a public camp ground. Some indifference by visitors is inevitable, but public cooperation in keeping camps clean usually is proportionate to the facilities furnished. Barrels, baskets, or boxes for trash require continuing attention; consequently, pits or incinerators are preferable.

An economical and effective type of garbage pit consists of an excavation of approximately 5 by 5 by 5 feet covered with a wooden roof, flush with the level of the ground, in which is set a hinged or removable cover, 2 feet square, through which garbage may be deposited in the pit.

On very important camp grounds, metal, masonry, or concrete incinerators may be necessary. Plans and specifications for their construction will be furnished by the district officers.

Fireplaces.

On camp grounds where fire hazard is high, fireplaces greatly reduce damage to the forest lands. Each camp ground where there is danger from fire should be provided with a number sufficient to meet the needs of the average tourist population as rapidly as funds become available. Combination fireplaces of elaborate design may occasionally be suitable, but economy, convenience, and utility are best secured by more widely distributed and numerous fireplaces of simple type. Fireplaces formed by low walls of native stone set in cement, with cast or sheet iron tops and simple flues, have proved entirely adequate upon the majority of the camp grounds. In some cases piles of rock, which may be temporarily arranged by the campers to confine their fires, will meet all requirements.

Tables and Benches.

Tables and benches are not imperative requirements, but extended experience demonstrates that they are conveniences adding greatly to the comfort of campers and thus encouraging the use of central camp grounds, where otherwise the campers would scatter and largely increase fire hazards and administrative problems. For these reasons tables and benches are proper features of camp-ground development. Combination tables and benches have proven most satisfactory and several good types evolved by forest officers have become more or less standard. These proved types should be preferred over novel and untried types. In some camps the permanent anchoring of the tables and benches to the ground is necessary to secure their best use and arrangement, while in other camps freedom in the movement and arrangement of these facilities has worked out to best advantage.

Overnight Shelters.

Overnight shelters of rustic design open on one side, fronting on a fireplace and containing raised platforms upon which beds may be spread, contribute greatly to public safety at remote and isolated camp grounds patronized by hikers and horsemen. The main requirements are that they shall be reasonably wind and waterproof; consequently, the cost of construction is low in proportion to their public value.

Footbridges Across Boundary or Division Streams.

Many camp grounds are bounded or divided by streams which during high-water periods limit the freedom of movement of the campers and increase hazards to life or limb. The construction of simple footbridges across such streams is therefore desirable as a means of affording outlets to the surrounding territory under all conditions of summer use. Such bridges need not be expensive. A hewn log on natural rock abutments with a handrail on one side may meet all requirements. In some cases light temporary bridges that can be installed in the spring and removed at the end of the season may prove practicable.

Registration and Information Booths.

The maintenance of tourist registers and the posting of tourist maps, fire instructions, and other information are desirable and well-established practices which greatly minimize fire hazard, simplify administration, and add to the safety of campers. The construction of small rustic booths within which the registers may be maintained and the informational data displayed to best advantage is a form of improvement which should be adopted generally.

Protective Fences and Pastures.

On areas used intensively for grazing purposes the conflicting demands of campers and stock growers are difficult of adjustment. The campers demand protection from the intrusion of domestic stock and pasturage for their saddle and pack animals. The stock growers are dependent upon the forage resources for the continuance of their operations. The complete exclusion of domestic stock from units heavily used by campers will afford relief to the campers but will result in the nonuse of a valuable natural resource important to the economic development of the region. In cases where conflicting requirements can not otherwise be met, fences may be erected to protect the camp grounds or to inclose the grazing areas required for the saddle and pack stock of the campers. If such an arrangement relieves grazing permittees of costs of management, which they otherwise would have to bear, they properly may be asked to contribute a reasonable proportion of the cost of fence construction, but the fencing of camp grounds and pastures at public expense is permissible.

Other Miscellaneous Improvements.

The classes of improvements above enumerated are those upon which the efforts of the Forest Service must be concentrated. The merits of other classes of improvements such as resthouses or community centers, swimming pools and bathhouses, amusement devices for children, flagstaffs, decorative arches or portals, and other comparable conveniences are clearly recognized, but they should be secured through private cooperation without expense to the Government. Some classes of desirable facilities have commercial possibilities sufficient to warrant their installation and operation under special-use permits. Opportunities to thus secure additional public utilities on camp grounds, and at the same time augment forest revenues should receive careful consideration in the preparation of plans for camp-ground development.

Supplies of Firewood.

Heavy use for camping rapidly exhausts the supply of firewood locally available. To avoid the promiscuous cutting of trees or improvements, wood lots should be selected and designated by appropriate signs with full instructions regarding the classes of timber that may be removed. In many cases the most simple and effective solution of the problem is to grant a special-use permit authorizing the maintenance of a camp-ground wood yard at which campers can purchase firewood.

REGULATION OF USE OF RECREATION AREAS

A study should be made of each recreation area to determine the special requirements which should control its use or which should be set up as desirable standards to govern the people in their occupancy. Sanitation is a primary essential. To secure it, the State laws, the municipal ordinances, and the regulations of the Secretary of Agriculture should be studied and applied. Repeated violations of Regulation P-4 should be followed by the arrest and prosecution of the offender.

Simple rules to govern the use of fire so that it will not cause destruction either of national forest timber or of private property should be drafted and made known. Promiscuous shooting within or adjacent to extensively occupied areas should be restricted as provided in Regulation T-8. The practice of washing in springs or creeks which are sources of camp or domestic water supply should be absolutely checked. The practice of keeping horses in camp or allowing them to stray into camp is a nuisance which should not be allowed. Loud noises and boisterous or improper conduct should be checked. Other practices dangerous or detrimental to occupants of recreation areas, or destructive to natural resources therein, should be restrained. Range stock dependent upon sources of water supply should be protected in its use by regulation or prohibition of camping in close proximity to the water.

Upon areas where there is a substantial permanent or semipermanent summer population the organization of an association under the provision of Regulation A-9 will afford an opportunity for local self-government, which will do much to relieve the forest officers of an administrative burden and at the same time establish higher standards of area management and use. An association which can qualify for recognition under the regulation may properly be allowed to draft special rules to govern the use and occupancy of the area and secure adequate yearlong protection of improvements. In some instances a man selected by the association as watchman and caretaker may be appointed as a temporary forest guard at a nominal salary but with full power to enforce regulations as a forest officer. The granting and continuance of such an appointment will be contingent upon approval by the forest supervisor, who shall aid the association to select a properly qualified man.

ORGANIZATION OF COOPERATION

A reasonable correlation should be maintained between the Government funds expended in recreational development and the beneficial results to the Government. Plans which call for outlays clearly in excess of the advantages to the Government should not be put into execution until reasonable cooperation has been secured from other beneficiaries.

The benefits of recreational development are widely distributed and shared. Public or private cooperation in financing and executing such work is not generosity but rather recognition of mutuality of obligation and benefit. On this basis

cooperation may be suggested or solicited with perfect propriety. The advantages of complete recreational development manifest themselves as a rule about as follows:

The Government secures better fire protection, better sanitation, improved conditions of administration, and better social conditions among its citizens.

The State enjoys all of the advantages accruing to the Government and to a considerable extent those accruing to communities and organizations.

Communities or regions have their commercial growth stimulated by increased business, secure desirable advertising, new population, better recreational facilities for their own citizens, better protection of their water supplies, and reduction in the destruction of their natural resources.

Semipublic organizations secure superior conditions or facilities for the promotion of the public or charitable purposes for which they are organized and stand.

Special-use permittees operating commercial enterprises enjoy better conditions for investment and the employment of managerial skill, greater volume of business, and larger profits.

The individual user of the recreational resources enjoys better conditions of use and superior facilities and services.

Recognition of these benefits is inspiring the numerous regional and community movements for the systematic development of the recreational resources, movements which in many cases contemplate expenditures of cooperative funds far in excess of what the Government could be expected to spend for the same purposes. Such movements should be encouraged by forest officers. Plan-wise organization of such cooperation secures a much better coordination of purpose and more equitable contribution to the cost of the work. It can be divided roughly into two phases, cooperation in regional development and cooperation in project development.

Regional development contemplates a broad program embracing a number of projects of varying character and importance. It bears upon the interests of different counties, communities, commercial organizations, industries, associations, clubs, resorts, and individuals. To each of these it will be a benefit and therefore should be an obligation warranting participation in the financing and execution of the program. Such participation can be best secured by a form of organization uniting the different elements for a common purpose, providing means whereby each has appropriate representation and expression, and distributing the financial burden in an equitable manner.

Where project development is a feature of organized regional development it should be so handled. In many cases, however, it occurs in advance as an independent movement. As regional development takes form, however, the cooperators in project development should be urged to become part of the larger movement, if such a step is practicable.

Organized cooperation is best secured through recreational development associations with memberships embracing all of the interests, county, community, organizational, and individual that are affected by the proposed program. All details of plan, program, finance, priority of improvement, etc., may then be handled through the association or appropriate committees appointed thereby. The Forest Service must require that the constitution and by-laws guarantee adequate representation and equitable treatment to all interests concerned, but with this provided, wide latitude should be allowed an association in determining the rules to govern it, the manner in which officers may be elected or committees appointed, the procedure for collecting and disbursing funds, and other details.

Relation of Forests Officers to Cooperators.

The relation of a forest officer to organizations or individuals cooperating in recreation work should ordinarily be advisory. When directive or executive duties are contemplated they should be specified and defined by proper cooperative agreements. A forest officer may, however, with the approval of his official superior, accept membership or office in an association, and in his private capacity discharge the duties of such membership or office provided they are not inconsistent with his official position or of a character which might cause embarrassment to the Forest Service. Care should be taken to avoid connections that might give rise to suspicion of partisanship or partiality of official action.

Handling of Cooperative Funds.

Field officers should avoid personal responsibility for the receipt or disbursement of cooperative funds. Where disbursement of such funds by the Forest Service is necessary they should be deposited for such disbursement by the district fiscal agent. Direct disbursement by the cooperating agency should otherwise be the rule. In cases where the actual work of construction is under the direction or supervision of a forest officer, he may properly execute vouchers or warrants for presentation to and payment by the disbursing officer designated by the cooperators, but he should not under any circumstances make personal disbursements in cash or checks.

Custody and Supervision of Donated Camp Equipment.

In some instances States, counties, municipalities, civic or commercial organization, clubs, or individuals desire to donate tents, cots, and cooking equipment to be installed on camp grounds for free use by people who could not otherwise enjoy a summer outing in the mountains. The donors should be encouraged to control the use of such facilities through agencies other than the Forest Service, but where that is impracticable the local forest officers may supervise their use under conditions agreed to with the donors. The acceptance of custodianship of such equipment and the expenditure of a reasonable amount of official time in its installation, maintenance, and storage at the close of the season, and in the supervision of its use is authorized.

INFORMATIONAL WORK IN CONNECTION WITH RECREATION

The public is entitled to know the nature and extent of the recreational resources within the national forests and the ways in which the public may use and enjoy them. To this end data should be compiled and made available for dissemination to the public on request. Advantage should be taken of every opportunity to correlate recreation in the national forest with other administrative requirements by furnishing to the public the information which will direct it and assist it in enjoying the portions of the national forests of greatest recreational value and within which fire hazard and conflicts with administration may be held to a minimum.

To accomplish this the service may of its own initiative issue tourist maps or folders, camp-ground guides, automobile guides, and camping instructions. To secure the preservation and maximum use of such literature there may be incorporated in it additional informational matter of interest to the camper, such as discussion of points of historic or scenic interest, suggestions regarding camp cookery and maintenance, or lists of supply points, resorts, and other points where forms of service are rendered the public. Matter of this class should deal with entire forests or regions rather than particular projects or areas. Literature designed to promote the use of a specific project or area should be left for publication and distribution by local agencies or interests without cooperation by the Forest Service.

Informational matter relating to recreation on national forests is often sought for by private interests for use in the preparation of railroad time-tables or for inclusion in the publications of tourist agencies, automobile clubs, or commercial or civic organizations, or in magazines and newspapers. Such information should be issued as freely as it is requested.

In order to promote general public understanding that the recreational resources of the national forests are freely available for use by the public, slogans to such effect may be used on letterheads, envelopes, and circulars issued by the Forest Service. The use of similar slogans, seals, or symbols, printed or water-marked, on the stationery of private concerns may also be encouraged.

One striking and effective way to apprise the public of the recreational opportunities of the national forests is to assemble simple exhibits relating to such use. Back drops showing characteristic national forest scenes, transparencies, bromide enlargements, real trees and shrubbery, tentage, camp equipment, guns and fishing tackle, cooking outfits, and, where available, skins or appropriately mounted animals may readily be combined into an arrangement strikingly emphasizing the fact that the national forests are freely available for the forms of use suggested by the exhibit. Properly arranged, these exhibits have high value for window displays by business concerns, and where discrimination and judgment is used may be so greatly in demand for such purposes as to command a rental value sufficient to cover all of the costs of assemblage and shipment.

One of the important and most widely appreciated forms of informational work is distance and directional material, particularly in the form of automobile logs, hikers' guidebooks, etc., but more particularly as expressed by road and trail signs, framed and mounted tourist maps, and, where appropriate, by pointers or alidades indicating outstanding points of scenic interest. Nothing adds so much to the pleasure of a trip within a forest as certainty regarding routes, distances, availability of accommodations, and definite assurance regarding the identity and designation of outstanding scenic features. Proper regulation and control of tourist traffic through the forests and direction to the parts upon which such traffic should concentrate is accomplished with less effort and expense and more harmony and satisfaction by an abundance of informational and directional matter of the types enumerated than in any other way.

Recreation "Write-up" by Forests.

Recreation "write-ups," in atlas-folio form, generously illustrated with maps and photographs, have been prepared for a number of forests, and have been of great value both to the supervisor and the district forester in planning recreation work and more particularly in discussing it with persons calling at the offices for information on the subject. The preparation of such detailed descriptions and discussions of recreation possibilities for forests containing recreation resources of substantial extent and importance should be encouraged wherever an active public demand for such information exists or can be foreseen.

The most serviceable examples of this class of informational work have covered the following points in considerable detail:

- General description of area.

- Features of outstanding scenic interest.

- Features of historic or scientific interest.

- General character of recreational utilities.

- Points of special interest with notes on attractions, forms of use, nature of improvements, capacity.

- Facilities, accommodations, boats, horses, guides, etc.

- Transportation facilities; railroads, stages, boats, roads, trails, etc.

RECORDS OF RECREATION USE

During the period recreation work is in a formative stage, records of its volume, character, and occurrence will be of great value in indicating its trend and requirements. For such reasons fairly detailed and comprehensive records should be maintained. At the end of each calendar year appropriate reports will be prepared by the supervisor for transmittal to the district forester and Forester, in order that data demonstrating the requirements of this form of use may be available for presentation to Congress if necessary. Reports should cover "use" and "improvement." Reports on improvements should be by designated recreational projects or units.

Report on Use.

This report must be based upon estimates or approximations since a careful enumeration of visitors and campers is wholly impossible. Estimates may, however, be checked by data secured from railroads showing the number of passengers carried to controlling points; from hotels and resorts showing numbers of guests accommodated; from automobile registration points and garages showing numbers of cars and average numbers of passengers; from merchants showing increase in summer patronage; from stage lines, automobile hacks, guides, liverymen, and others; and from records of game licenses issued.

A division of users into five classes will facilitate the collection and use of the statistics. These classes should be: (1) Special-use permittees and guests; (2) hotel and resort guests; (3) campers; (4) picnickers—which includes hikers, motorists, etc., visiting a forest for a single day's outing; (5) transient motorists; that is, those merely using the forest roads but not occupying forest lands. A supplemental estimate or analysis also should be made of modes of transportation, viz, number of visitors traveling by (1) automobiles, exclusive of stage lines; (2) by railroad, trolley, and stage lines; (3) hikers; (4) all others; that is, by wagon, saddle horse, canoe, bicycle, etc. Reasonable care should be taken to avoid duplication through counting the same person in two or more classes, and proper allowance should be made for reports from two or more ranger districts embracing the same persons.

Report on Recreation Improvements.

This report should show the number of each class of facilities in place at the beginning of the period, the number constructed or installed and the number destroyed or removed during the period and the total number in place at the close of the period. It should also show the additional number required for the full development of the project.

Costs of improvement, survey and mapping, maintenance and supervision of a project reduced to a basis of daily cost per person, or cost per lot or per special-use permit effective within the area may be useful in analyzing recreation work. If not otherwise obtainable, the district forester may, in his discretion require that such data be included in the report herein discussed. It is not intended to impose requirements burdensome out of proportion to their value, but the need for businesslike methods in handling the recreation business can not be disregarded.

Report on Revenue from Recreation Resources.

Special-use and related receipts are not sufficiently allocated to projects in the fiscal records of the Forest Service to show clearly the relative revenue production of specific units, or projects. A simple report, covering the fiscal year, so distributing the special-use receipts derived from recreational resources may be required by the district forester in his discretion.

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RESEARCH

FOREST RESEARCH

IMPORTANCE AND USE OF FOREST RESEARCH

The function of research in forestry is to acquire and disseminate knowledge of forests and of their growth and utilization. Research collects knowledge needed to grow timber and to assure the economical use of forest products; and as a basis for forest policy it studies the economic aspects of forests and timber, such as supply and demand, prices, transportation, utilization of forest land, and the like. In order to supply future needs for timber in proportion to present consumption, a large increase in growth per acre must be obtained from the present yearly average of 24 cubic feet to about 52 cubic feet. For this increased production detailed silvicultural knowledge is needed. Nearly half the wood in the forests of the United States is wasted while being made into usable products. To reduce this waste requires an intensive study of better methods of manufacturing and using wood products. Our knowledge of such broad economic questions as forest resources, costs of production, and future needs is fragmentary. A program that will supply enough timber in the future will require intensive silviculture, careful utilization, and a well-coordinated forest policy, and the knowledge on which such a program will be based is the objective of forest research.

Not only is the problem large, but it is complex. The United States has about 125 important timber species, whereas European forestry deals with less than a score. Forest studies must take into account great variations of topography, soil, and climate, and a large variety of wood products and wood-using industries. Research must therefore be not only intensive, but varied.

The first work of forest research has been to help to develop better methods of managing the national forests. The further national forest administration has gone, the clearer the difficulty of the task has become and the greater the need for scientific methods of management. In fire protection, for example, experience has demonstrated the need of systematic study of fire hazard, climatic conditions, damage, control methods, and other elements of the fire problem. Likewise, in silviculture, utilization, grazing, and other phases of national forest management, there is a growing need for better methods. Although the Forest Service has made a good start in research, it has not been able to keep pace with the increasing utilization of national forest resources and the consequent need for better ways to handle them.

The national forests, however, are only a part of the forest problem. Forest research must extend more and more beyond them into State, municipal, and private forests, and into the whole field of forest products. As forestry comes to be practiced more and more foresters must be prepared through research to demonstrate the economic basis for a forest policy and the technique of silviculture and utilization.

Using the Results of Research.

If the forest problem both within and without the national forests is to be met, it is necessary not merely to find out how to grow and use timber, but to put this knowledge to use. The results of research should have a particular appeal to the administrative men who carry out the work on the ground. It is as much the forest officer's job to keep abreast of the technical advances in forestry as to keep up the routine of administration. The two groups must work together; research men must get their findings understood and used; administrative men must strive for progress in handling forest resources. Most of the work in the national forests is carried on under the supervision of rangers, scalers, and other members of the forest staff, and it is important for them to keep in close touch with research projects that will help to solve their problems. Of course, the publication of results of research does not constitute instructions, which are issued by the administrative branches in charge of carrying out administrative policies. But, in getting new methods into use, it is necessary to work through these branches.

To get closer relations between the two kinds of work, field men should be stimulated to read and discuss problems of research and to observe for themselves. To cultivate the investigative habit of mind, to learn the whys and hows, not only leads to better forestry, but makes the forester's job much more interesting. Research men must see to it that their knowledge is put into usable form. The reports of investigations should be as simple and as attractive as possible. Technical reports can often be abstracted in a semipopular form so as to reach a wider audience. There should be no room for suspicion that research is abstruse and impractical.

The liaison officer (discussed more fully under "Organization" and "Personnel") is an important factor in linking silvicultural research with administration; and in the field of products the district offices of products, where they exist, and the offices of forest management bring the forest products research and the field men on the national forests together.

But the knowledge of forestry must not stop with forest officers; it must reach timberland owners, manufacturers, dealers, State officials, legislators, educators, and the public. The public needs to know the whole forest situation and the progress of forestry. A strong program of research depends for existence on public faith in its utility; and the public, if it is kept in ignorance of the methods, results, and usefulness of forest research can not be expected to foot the cost, still less to build up research on a broad scale. Moreover, publicity in forest research furthers both forestry and forest legislation; for the concrete facts are far more effective than generalities in arousing public interest.

Research offers a good opening for public education. For this there are many channels, few of which have been fully used. Among these are:

(1) Personal contact with leading scientists, foresters, timber owners, manufacturers, association officials, newspaper men, and others.

(2) Correspondence with persons outside the organization, with the object of building up an effective information service on forestry.

(3) Addresses at scientific, industrial, and general meetings, and at schools and universities.

(4) Publicity in department, service, and district news bulletins; through newspapers (the local press, and the general press through such agencies as the Department Press Service, the American Forestry Association news service, and the Scripps Science Service); by mimeographed circulars or articles for distribution in the district or the entire service; by articles for popular magazines or Sunday newspapers by members of the service or by special writers; by technical articles for forestry, scientific, and trade journals.

(5) Departmental publications: Monographs and professional papers as department bulletins; popular articles, progress reports, and brief popular summaries of technical reports as department circulars; progress reports and technical articles in the Journal of Agricultural Research and Monthly Weather Review.

Demonstration Areas as Object Lessons.

One of the best object lessons in forestry is a well-managed demonstration forest. It is planned that each experiment station shall ultimately have at least one such area on which the best forest practice can be worked out not only for the benefit of foresters but for educating the public in forestry.

Research and Publicity, Coordinate Functions.

This emphasis on the public relations of research does not mean that research men are to be turned into publicity men; but all the forest officers should gain a clear insight into the objective of research and should unite to realize and popularize that objective, namely, the scientific basis of supplying the Nation's need for timber.

The research organization, with the exception of the liaison and district products officers, is under the direct supervision of the branch of research. This centralization is maintained in order to coordinate investigation in all regions, to assure continuity of supervision of research, to free fundamental research from administrative duties, and to make the field investigative staff more mobile. This centralized control does not imply a cleavage between research and administration. The districts have a constantly widening contact with the experiment stations through personal relations, through cooperation on projects, through the work of the district investigative committees, through assistance in accounts and finance, through the review of investigative reports, and above all, through the increasing need for improved technical methods in national forest work. Likewise, through district products officers, through exchange of visits, and through cooperation on projects, the districts and the Forest Products Laboratory are getting into closer relations.

In addition, a more formal kind of contact has been initiated between research and administration. The liaison and the district products officers are—unlike the research staff—attached to the district office. It is the function of these officers to keep in close touch with the results of research in silviculture and in forest products, respectively, to keep the district informed of these results, to give advice in applying them, to carry on investigations, and in general to build up closer relations between the research organization on the one hand and the district and the public on the other. The liaison officer or the district products officer may be merely the nucleus of a district investigative force, employed on problems of immediate expediency as contrasted with fundamental research. This form of organization will be expanded as the needs and resources of the service warrant.

Personnel.

No effort should be spared to get the best available men for the research staff, and the probable future expansion of the staff demands unusual care in recruiting and training personnel. The work demands not merely technically trained foresters, ecologists, engineers, chemists, etc., but men with a bent for research. When temporary assistants are needed in silvicultural research, preference should be given to forest school students or graduates, with the possibility of their becoming permanent members of the branch. Administrative officers in research should keep in touch with promising men. Likewise, in choosing recruits for the laboratory and for the district products offices, it is always desirable, when possible, to secure men who combine a knowledge of forestry with their other necessary training.

RESEARCH IN SILVICULTURE

Scope.

The purpose of silvicultural research, reduced to its simplest terms, is to learn how best to grow forests. It studies not merely the seed, the tree, and the forest in their many phases, but also climate and soil, destructive agencies such as insects, disease, rodents, and fire; forest measurements; the influence of forests on climate, stream flow, and erosion; the systems of forest management, and many other related aspects of the growing of forests.

Forest Experiment Stations.

Silvicultural research, as conducted by the Forest Service, is carried on chiefly at forest experiment stations, which use the forest as a laboratory. Just as agricultural research must be specialized in the various regional types of soil and vegetation, so silvicultural research, far from being generalized, must attack its problems regionally. To this end, the Forest Service aims to build up as regional stations the stations already established, and as rapidly as possible to establish similar stations for the other main forest regions of the United States. If the need develops, it is probable also that one or more laboratories will be established for investigating the physiology of trees and related subjects.

A forest experiment station, as developed in the Forest Service, has come to mean a group of technical men, with necessary clerical and nontechnical assistants, working on the problem of timber growing and protection for an entire forest region. The proper stimulation and development of the technical staff requires close contact among the members of the staff itself. The stations have therefore, each a central headquarters constituting the place of permanent residence of the staff.

Branch Stations.

An integral and important part of the stations will be branch stations or experimental areas, at which most of the permanent field work will be concentrated. Branch stations offer the advantage of fairly long periods of residence and continuous observation, reduce the costs of travel both in money and in time, permit more conclusive and coordinated results than scattered sample plots, and, as tests develop, become valuable demonstration areas.

Classes of Branches.

Branches or substations or centers of work fall more or less clearly into two main classes. The first is the experimental or demonstration forest of which the Priest River area of about 3,000 acres on the Kaniksu Forest is an example. Such forests will ordinarily be of restricted area. In addition to their function as a site for a large number of sample plots and investigative projects, they will sooner or later be brought under intensive sustained yield management. Such forests will when fully developed require permanent residence of a nontechnical force and should offer housing facilities for this force and for the seasonal work of the technical men. For each station we can undoubtedly look forward to two or three areas of this kind in years to come as the work develops.

The second kind of branch consists of a group of sample plots varying in number with the age of the branch, forest conditions, etc. This class may not for a good many years, or ever, require permanent residence of a nontechnical force. The number of sample plots and investigative projects under way will, in a good many cases, gradually increase, and some of these areas will ultimately develop into branches of the first class. This must be borne in mind at the time of their selection.

The radius within which permanent sample plots may be located will be variable, depending on the forest types, topography, and the presence or absence of automobile roads and other facilities. Travel over a radius of 25 or 30 miles by automobile often requires no more time than that of 3 or 4 miles on foot. The general rule should be the smallest possible area; but, in any case, an area sufficiently large to make possible a reasonably full day's work with travel to and from the center.

Selecting Branch Stations.

The first step toward the selection of branches should be the subdivision of the forest region covered by the station into major divisions of similar conditions, considering soil types, geological formation, climatic zones, etc., and the resultant forest types. The number of such subdivisions might vary from 4 or 5 to 9 or 10. Much information as a basis for such subregions is already available. It should, however, be placed on suitable maps and into suitable memoranda as a basis for reference and study. Additional information, as it becomes available from any source, should be incorporated with that already acquired, and the boundaries of the subregions gradually refined and made more reliable. The chief purpose of the plan outlined is to secure a systematic and a truly regional approach to our entire problem and to the station organization.

The location of branches within these major subdivisions of the forest region should result from as detailed study of the entire subregion as possible, in order to assure:

1. The selection of an area containing within a small compass conditions as representative for the subregion as possible of the range of forest types, sites, age classes, past forest history, soil, geology, climate, topography, etc.

2. The selection of an area with a large amount of forest business, such as timber cutting, planting, and grazing, under way or probable in the near future.

3. The selection for experimental or demonstration forests, or for branches which are likely to become experimental and demonstration forests in the future, of areas in which close utilization is possible through accessibility to good markets which are likely to become better.

4. The possibility of developing satisfactory working and living conditions for both permanent and transient residents of the station staff.

5. Ease of accessibility from the central headquarters of the station and for visiting foresters and timberland owners.

6. Nothing less than the best area, all things considered, in the entire subregion.

One branch forest within easy working distance of the headquarters of the station offers such advantages for work which can best be conducted near headquarters, for incidental work, and for demonstration, that it should be secured in every case where possible.

Location of Branches on the National Forests.

In spite of the best intentions on the part of every one concerned, past experience has repeatedly shown that investigative sample plots become the sites of timber sale areas, bedding grounds for stock, national forest roads, etc., which destroy the value of the plots largely or altogether. It is therefore necessary so to formalize the establishment of such areas on the national forests that they will be recognized and honored by all forest officers.

To this end directors of forest experiment stations should, sufficiently far in advance of the time branches are needed, make a study of the subregion concerned along the lines previously indicated. Not all branches need be located at once if the force at the disposal of the station is insufficient to cover all the region. Ordinarily in that case only subregions with the most urgent problems would need branches. On the other hand there would be positive advantages in setting aside areas in advance of real need in cases where there is a reasonable certainty of correct action and where desirable areas would otherwise be destroyed or damaged for investigative purposes. When, however, a branch is needed or should be set aside, the director should discuss the question with the district investigative committee and seek agreement on the part of the district organization concerned. This should be followed by a joint recommendation to the Forester from the district forester and the director of the station. When approved by the Forester notification will be sent to the station and the district, and by the latter to the forest concerned. The area selected should be indicated on the management maps and incorporated in such a way in the management plan that it can not be overlooked in the regular forest administration.

Joint recommendations should:

- (1) Fully justify the selection.
- (2) Indicate the responsibility of the administrative force and the investigative force, respectively, for fire protection, administration, and improvement.
- (3) Describe specifically the proposed boundaries of the area.
- (4) Indicate its immediate character and its probable future development.

Location of Branches on State or Privately Owned Lands.

In the east particularly, but in some cases in the west, it may become advisable to establish branches on State or privately owned lands. The selection of an area should involve the same kind of detailed study as that indicated for branches on national forests. In addition it will be necessary to consider:

1. The assurance of continuity of management on the part of the owner. This of course will be more important on privately owned than on state-owned lands.
2. The feasibility of protecting and administering areas surrounded by privately owned lands, and the cost.
3. The possibility of effective and continued cooperation with the owner of the land. This may have a very important bearing upon a final decision.
4. Whether advantageous terms can be obtained from the owner, and what they are. The routine handling of a cooperative agreement is much more simple and satisfactory than of a lease.

When the director of the station has reached a decision he should make a recommendation to the branch of research covering fully the points mentioned for national forest branch stations so far as they apply, and also the points suggested for study in the preceding paragraphs. It may be advisable in the case of such branches to ask the advice of the advisory committee to the station before submitting a formal recommendation.

Other Considerations.

Although the location of permanent sample plots at branches will be the standard service policy, the establishment of such plots on other areas may be justified in exceptional cases. The total number of outside plots should, however, be held to a minimum. Very frequently it will be found that conditions fully as favorable exist at a branch as at a contemplated outside area. The initial work and cost of a plot at a branch may be little if any greater, while the subsequent advantage will be wholly with a branch station plot. Branch station plots should therefore be almost the universal rule and outside plots decidedly the exception. Location must be based upon a far-sighted policy rather than temporary expediency. The burden of proof will in all cases rest upon the director of the station to justify a departure from the established policy.

It should be understood that the concentration of work at a limited number of branches is contemplated only for the more permanent investigative work; that is, of plots which it will be necessary to return to again and again through a period of years. Temporary work, such as the measurement of temporary plots in obtaining growth and yield data, etc., must necessarily cover the entire type or region which is being studied and may be done anywhere.

Each forest experiment station should maintain a map of the forest region over which it has jurisdiction, indicating the division of the forests into subregions, the location of branches, and also the location of all permanent investigative work established outside of the branches.

Where enough work is undertaken to make it advisable it will be well to select appropriate branch names, as for example:

PACIFIC NORTHWEST FOREST EXPERIMENT STATION

The branch station plan does not preclude knowledge of an entire forest region by the members of the forest experiment station. This can and should be obtained in connection with temporary work and with general travel.

The branch station plan may easily be made to include work by members of the permanent administrative staff where it is desired to have these men engage on investigative work for training or other reasons. Subregions will not ordinarily include the territory of more than three or four forests, and it should be possible for the district forester or the forest supervisor to detail administrative men for investigative work at the branches with the advantage of close technical supervision over their work by representatives of the experiment station.

Administrative Research.

The Forest Service desires and encourages research by administrative men, in addition to that conducted by the regional forest experiment stations. This research should contribute materially to the largest and most urgent problems of the district and of the national forests. To this end the programs of the administrative organization should be considered by the district investigative committee each year in the same manner as is the program of the forest experiment stations, and an attempt should be made to correlate this work with the latter, that the major objectives of the district may be advanced so far as possible. However, this should not interfere with research to meet local needs.

Work on the major and important investigative projects must be carefully planned and systematically followed up until completed. This involves the preparation and review of working plans, the proper location, establishment, measurement, and remeasurement of sample plots, systematic and orderly collection of data, maintenance of satisfactory and permanent records, preparation of progress reports, and regular submission of status sheets. To accomplish this the regional forest experiment stations will cooperate with the district organization so far as is practicable in the review of working plans and preparation of reports, and in some cases members of the staff can be present when permanent plots are established or remeasured, or field work begun. So far as possible, this class of work should be brought into the branch station plan of the district and be limited to projects which can be handled in a thoroughly satisfactory way.

Research Projects.

Research projects desirable for the needs of current administration and for training and stimulating technical interest on the part of the local men should be undertaken by both the district office and by the national forest supervisors. This would include studies to solve purely local problems in grazing, silviculture, products, economics, or administration, as, for example, salting methods, brush disposal methods, logging damage, cull, snag disposal, local lumber uses and costs, distribution and use of fire suppression equipment, size of administrative units, etc. On such studies the forest experiment stations will assist by giving advice and by occasional field inspections and consultations, but without assuming responsibility for methods, accuracy, or results.

Details to Forest Experiment Stations.

Whenever practicable, administrative men should be detailed to assist on field or office work under research projects conducted by the forest experiment stations. The purpose of such details is not so much to assist the station in the conduct of its work as it is to give the men concerned the benefit of the training and experience in technical forestry work. Whenever possible, the district office should arrange for such details in cooperation with the director of the experiment stations. This, however, should not prevent or discourage administrative research on the forests by men whose detail to experiment station work is not feasible.

Relation of Experiment Stations to Private Forests.

Bearing in mind the field of research—the whole forest problem of the United States—it is obvious that the work of the experiment stations must extend beyond the boundaries of the national forests and help solve the problems met by the States and by private owners of forests. This is particularly true of the eastern stations, where the national forests are now a relatively small part of the total forest area. The national forests, of course, may continue for many years to furnish one of the best fields for carrying on controlled experiments; but it must not be forgotten that the bulk of the questions needing study are outside the national forests.

Relation to the Districts.

Although the experiment station staffs are responsible directly to the branch of research, they should cultivate close relations with the district administration. Only by travel and study throughout the district can they acquire a grasp of the whole field of forest research, and only by contact with administrative men and their difficulties can they assure the best use of the findings of research. Supervisors, rangers, and other local administrative men are in constant need of advice and assistance in solving their problems of silviculture and utilization.

The freeing of silvicultural investigators from administrative responsibility in the districts does not free them from the duty of keeping in close touch with administrative needs, either directly or through liaison officers.

Relation to the Public.

The forest experiment station should occupy an outstanding place in the economic and scientific life of its region and should be a strong influence in the development of forestry. Its work plays a leading part in the general development of forestry and is as fundamental as that, for instance, of agricultural experiment stations. This work the public ought to understand and to appraise at its true worth as an important economic factor. Contact with leaders of thought and action, as well as with the general public, is essential. The slowness with which the results of forest research are put into practice, the lack of spectacular achievements, and the long time involved in getting managed forests all combine to make public education difficult and therefore all the more worthy of effort.

Classification of Projects.

The following standard classification of projects in silvicultural and dendrological research indicates in general the scope of this class of studies. It will be used in all programs and correspondence (see "Programs"):

F—*Artificial reforestation.*

F_n—*Nursery practice.*

F_p—*Planting and sowing.*

F_s—*Seed: Production, source, characteristics, and viability, etc.*

I—*Influences: The influence of forests on climate, streamflow, erosion, avalanches, etc.*

M—*Management.*

M_b—*Brush disposal: Methods of brush disposal and their influence on reproduction; causes of successful establishment or of failure.*

M_c—*Cutting: Methods of cutting and their influence on reproduction.*

M_r—*Natural reproduction: Studies not related to results of cutting.*

M_t—*Thinnings: Effect of thinning on composition and rate of growth of stand; development of methods.*

M_v—*Valuation: Valuation of mature and immature timber.*

ME—*Mensuration: Volume, growth, and yield.*

NS—*Naval stores:*

P—*Protection: Protection from injury.*

P_a—*Animals: Protection from rodents, birds, and grazing animals.*

P_d—*Diseases: Protection from fungi, mistletoe, etc.*

P_f—*Fire: Protection from fire.*

A—*Economics of protection: (Damage, valuation, hazards, costs.)*

B—*Origin and behavior of fires: Causes, rate of spread, weather, and full relationships.*

C—*Technique of protection: (Suppression, reduction of hazards, speed of attack, prediction of fire danger.)*

D—*Fire statistics.*

P_i—*Insects: Protection from insects.*

P_w—*Weather, Gases, etc.: Protection from wind, snow, hail, frost, noxious gases, etc.*

T—*Types: Origin, development, characteristics, and succession of forest types.*

TS—*Tree studies: Studies of species.*

D—*Dendrology.*

Forest Distribution.

All forest officers are expected to help in the collection of data on the distribution of trees. Records of the local occurrence of a species, even within its generally known range, are desirable.

In case of doubt as to the identity of a species specimens of mature foliage and, if possible, of flowers and fruit, should be forwarded to the Forester, accompanied by notes, preferably on Form 767-S, on locality, altitude, aspect, occurrence, and associated species. Each specimen should be numbered and two duplicate sets, similarly numbered, retained in the supervisor's office. One of

these sets will form part of the forest herbarium, and the other will be forwarded to the district herbarium if requested by the district forester. Herbarium specimens should be sent by supervisors directly to the Forester, but correspondence should be sent in duplicate through the district forester, who will keep one copy. Unless their return is requested, specimens sent to Washington will be kept there.

Herbariums.

Each forest experiment station will maintain its own herbarium of the principal flowering species occurring throughout the region in which the station is located. Where possible, each station should arrange for the addition of duplicate plants through the supervisors and district foresters. The cooperation of forest schools, universities, and botanical and scientific societies in the region covered should be sought in building up a complete herbarium, and an exchange of surplus specimens arranged. Instructions contained in Department Bulletin 790 should be followed in collecting and preparing specimens.

Collection of Woods.

The collection of woods is kept at the Forest Products Laboratory, Madison, Wis., to which specimens and requests for identification should be sent.

Standard Nomenclature.

In order to reduce confusion in tree names and to aid in their standardization members of the Forest Service should use in correspondence, reports, and publications, the scientific and common names given in Forest Service Bulletin 17, "Check List of the Forest Trees of the United States." Obviously this rule can not be followed in the case of botanical publications the aim of which is to revise genera and species. Changes in names adopted from time to time will be issued on separate sheets to be inserted in the check list as amendments.

Committee on Names.

The committee on the common names of trees, appointed by the Forester, has the duty of gathering evidence on the propriety, the validity, and the use of common names; and of making recommendations to the Forester for retaining, changing, or originating common names.

Insect Infestations.

Investigations of forest insects will be conducted by the Bureau of Entomology in cooperation with the Forest Service.

Specimens of insects and their work will be sent for identification either to the division of forest insect investigations in the Bureau of Entomology, or preferably to the consulting entomologist at the local regional field station of this division. These should be accompanied by a statement giving the date of collection, locality, name of collector, species of tree attacked, and reference to correspondence. Specimens should be sent directly, but correspondence with the Bureau of Entomology will be transmitted in triplicate through the offices of the district forester and the Forester, or of the Forester direct in the case of the forest experiment stations, each of whom will retain a copy.

Animal Depredations.

Studies of a biological nature which deal with the relations of animal life to the forests will be carried out by the Biological Survey in cooperation with the Forest Service.

Questions involving the control of animals, especially rodents, in connection with the establishment of tree reproduction, should be referred by supervisors to the Biological Survey through the district forester and Forester, or through the Forester direct in the case of the forest experiment stations. The nature of the depredation, the seriousness of the attack, and full information regarding the attack should be specifically set forth. Where possible, the animal responsible for the damage should be discovered or a specimen killed and either the skin or the skull thoroughly dried and sent to the Biological Survey with proper reference to correspondence.

Tree Diseases.

Studies of tree diseases will be conducted by the office of forest pathology, Bureau of Plant Industry, in cooperation with the Forest Service. Questions as to identification or control of tree diseases should be taken up through the office of the district forester with the consulting pathologist, if there is one; otherwise with the office of forest pathology. Specimens should be sent directly, but correspondence should be sent in triplicate through the offices of the district forester and Forester, or through the Forester in the case of the forest experiment stations.

Specimens should be accompanied by a statement of the date and place of collection, name of collector, species of tree on which specimen was found, and reference to correspondence. Fleshy fungi likely to decay in transit should be thoroughly dried before shipment, or sent in a preservative such as vinegar.

Forest Measurements.

The section of forest measurements, maintained in the Washington office, is intended to aid the field units of research in working out standard methods of making forest measurements, and in developing the entire field of forest mensuration. It will also serve to correlate and coordinate studies, as on growth and yield, of species of wide occurrence when interdistrict or interregional problems are concerned.

RESEARCH IN FOREST PRODUCTS

Research in forest products deals with the use of wood from the technical as distinguished from the economic side. Its object is to minimize waste in the use of wood. In effect it makes timber more abundant by developing better method of converting trees into finished products and by prolonging the life of these products. It is therefore complementary to silvicultural research as an essential part of forest conservation.

The waste of wood in manufacture is comparable in magnitude to the waste of forest capital or growing stock by devastation. Of the wood cut in the forest, only a small part emerges as finished product; and of this portion not all is used with full knowledge of its fitness. Obviously it would be poor economy to spend a great deal of money in growing timber without at the same time cutting down this waste.

Forest products research begins with the influence of environment on the quality of the growing wood and ends with the final disintegration of the finished product. It studies the mechanical, physical, and chemical properties of wood, and from these fundamental data works out improved methods of manufacture, finds uses for unused species, devises means of using wood waste and of preserving wood from decay, and in multitudes of other ways seeks to obtain from wood its entire potential value. Its field is therefore as broad and diversified as are the uses of wood.

Since as much of the work in forest products relates to industrial processes, it is natural that industries derive a benefit from it; but such benefits, although desirable, are merely incidental to the real objective, which is public welfare through forest conservation.

Products research has a growing field of usefulness to the national forests. For example, by finding uses for little-used species, new markets and sales may be opened and silviculture improved; by closer utilization woods waste may be reduced and slash disposal simplified; better seasoning may give a better market for low grades, thus decreasing waste and increasing stumpage values. Wood preservation often brings about the use of little-used species. In addition to these and many other studies useful in timber sales, the national forests can secure the help of the district products offices or of the Forest Products Laboratory in their own wood-using problems, and can make a more aggressive effort to use this knowledge.

In promoting better utilization, products research encourages the practice of forestry by making it more profitable; for good silviculture is impracticable without good utilization.

Nowhere is there a stronger need for making known the results of research than in forest products. Many of these results are of immediate practical application, but the mere recording of them does not insure that they will be used. It is unquestionable that our knowledge of better methods of using wood is far ahead of current practice. Extension work in products is therefore becoming more and more important.

ORGANIZATION

The main work in products research in the Forest Service is done at the Forest Products Laboratory, which is maintained at Madison, Wis., in cooperation with the University of Wisconsin. To carry the work to the national forests and to local industries, certain of the districts have products offices; and a small timber-testing laboratory is maintained at Seattle in cooperation with the University of Washington. In those districts without a special products organization, the branch of forest management has charge of the district products work.

The office of forest products in Washington maintains a public information service on products, acts as adviser on products to the branch and to the Forester, and maintains relations with other bureaus of the Government cooperating in products research, or having problems in the use of forest products. It frequently acts as adviser to Government committees dealing in standardization of products, grading, inspecting, etc., and conducts investigations in products and economics.

When it is advisable to conduct products investigations outside the Forest Products Laboratory, the work may be done either by a specialist from the laboratory working under its supervision and in cooperation with district men, or by a member of the district under district supervision, but with the advice and cooperation of the laboratory.

Products officers in the several districts are responsible to the district foresters, and their relation to the district forester is the same as that of other members of the district office staff. Their work should be correlated with that of forest management and of silvicultural research.

FOREST PRODUCTS LABORATORY

The general scope of the work done at the laboratory is indicated by the following classification:

Timber Mechanics.

Investigations of the strength of wood and manufactured articles; mechanical properties of the various species and effect of growth conditions on properties; tests of construction timbers; the effects of preservative treatment on the strength of wood; influence of moisture on strength of wood; design and testing of boxes and crates, vehicles and implement parts, airplane parts; steam bending of wood, etc.

Timber Physics.

Density, shrinkage, transfusion of moisture, hygroscopicity, specific heat, heat conductivity, and permeability of wood by liquids and gases; kiln drying, air seasoning, steam bending, wood identification, relation of structure to properties.

Wood Technology.

Microscopic structure of wood; relation of structure to mechanical properties.

Wood Preservation.

Preservatives, preservative processes, and suitability of species for treatment; fireproofing and finishing of wood; laminated and built-up wood; glues; water-resistant coatings.

Pathology.—(In cooperation with Bureau of Plant Industry.)

Durability of untreated wood, relative toxicity of preservatives, decay in building timber; sanitation in storage of lumber, manufactured articles, and pulpwood and pulp.

Pulp and Paper.

Processes of pulp and paper making, suitability of different woods for pulp, use of waste wood for pulp, use of flax straw for pulp, remedies for pulp and pulpwood decay, use of pulp for various manufactured articles, waste in pulp and paper manufacture.

Derived Products.

The chemistry of cellulose and other wood substances; chemical composition of different species of wood; hardwood distillation; flotation oils; distillation of resinous woods, turpentine, alcohol, and minor products; fundamental chemistry of wood preservation.

Industrial Investigations.

Survey of wood waste; utilization of waste, low-grade material, and little-used species; small-dimension stock as a means of utilizing waste; mill-scale studies; standardization of names, sizes, grades, and specifications of wood products.

Cooperation and Extension.

The laboratory cooperates with individuals, firms, associations, and governmental and public agencies.

When members of the districts are in or near Madison they are expected to visit the laboratory. This applies particularly to district foresters, members of forest management, logging engineers, and supervisors, and other members of timber-sale forests. Visits by laboratory men to the districts will be arranged from time to time. This will assure a better understanding of common interests and common work.

The districts and the laboratory should work together in bringing products research to the attention of the wood-using industries and the public. Growing usefulness is found in educational or demonstration courses, such as the kiln-drying courses, and in working with associations and industries in such projects as demonstrations in kiln-drying and bringing about a better correlation between the properties and the uses of woods.

DISTRICT PRODUCTS OFFICES

The chief functions of the district products offices in the order of their importance, are as follows:

1. To act as adviser on forest products to the district organization.
2. To act as an extension agency to forest industries on products research conducted in the district and at the laboratory. This work is a recognition of the need for forestry research outside the national forests, and of the fact that good utilization is an essential part of forestry.
3. To conduct research, independently or in cooperation with the Forest Products Laboratory or the Washington office, on national forest problems and on industrial problems that may not directly affect national forest administration. Much of the cooperation with the laboratory promises to be on projects of general as well as local importance.
4. To conduct research in forest economics either to help national forest administration or to obtain information of value in arousing public opinion to the timber situation and in forming the basis for State and national forest policies. Some of the projects which fall under this classification were formerly regarded as products projects.

Although by no means constituting a complete list, the following projects are typical of the work of the district products offices:

- (1) Methods of manufacture, including reduction of waste.
- (2) Overrun.
- (3) Kiln-drying.
- (4) Wood preservation.
- (5) Encouragement of new industries to insure better utilization, such as pulp and paper, wood distillation, turpentine, manufacture of secondary wood products, utilization of inferior species, etc.
- (6) Assistance to the national forests in all products problems and in their own wood-using problems, such as preservative treatment. In this capacity, the district products officer is also an intermediary between the district and the laboratory.

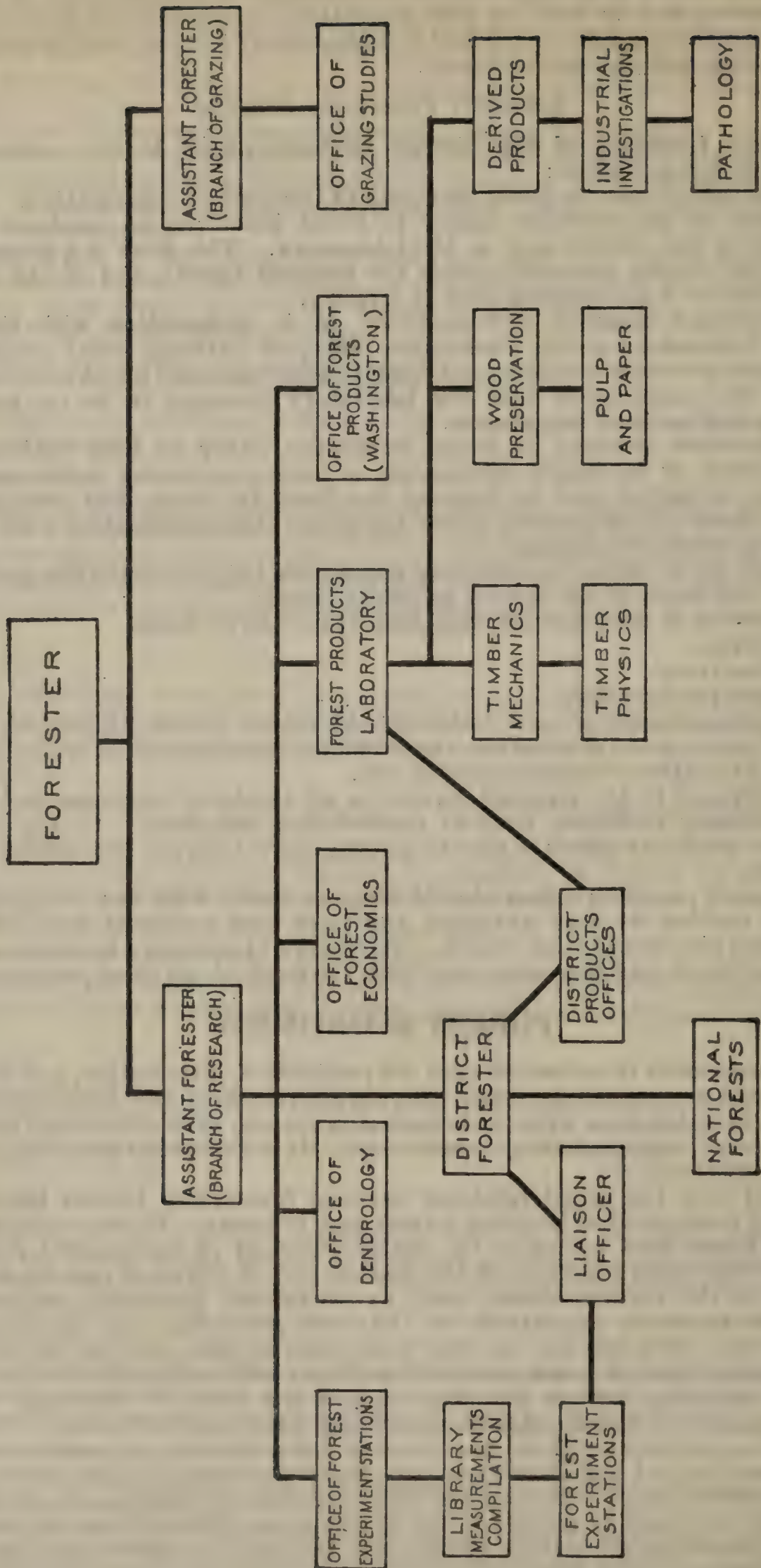
The district products offices should keep in touch with the laboratory so as to help in making its work available, and when new problems arise, to present views on the best methods of attack. The work of laboratory specialists detailed to field studies should be coordinated with the work of the local products men.

FOREST ECONOMICS

Forest economics is concerned with the production, distribution, and consumption of forest products. It deals with forest resources and forest products as commodities rather than with the technical processes, silvicultural and industrial, of growing and manufacturing forest crops. It is concerned with values rather than with methods.

It begins with the broad relations between forests and human life, between forests and communities, between forests and industry. It deals with the utilization of forest land as one of the major elements of agricultural policy. It appraises the forest resources of the Nation and of different regions, as well as resources of the various classes, such as sawtimber, pulpwood, or forage. It studies the economic importance of the wood-producing and the wood-using industries and their relation to other industries, to labor, and to the consumer; quantities and costs of forest products; methods and costs of distribution; prices of forest products; imports and exports, and the like. It deals also with the indirect benefits of forests, such as conserving water and preventing erosion.

Timber ownership—with its questions of concentration, of public versus private ownership, and the like—is an important economic matter, closely related to broad forest policy. So also are such questions as taxation, in its effect on stimulating or retarding private forestry; State and Federal laws regulating the cutting or protection of private forests; and the relative value of land for timber and other crops. Such sociological aspects of forests as their relation to sanitation, public health, and recreation, their stabilizing influence on industry, their relation to agriculture and the utilization of land, fall within the scope of economics.



The formulation of a national policy of forestry will demand larger knowledge of these economic factors; in fact, the development of forest policy has just about kept pace with the development of our knowledge of forest economics. Forest economics is a subject which has in the past been slighted because we have had great reserves of virgin timber, so that the true working of economic laws in relation to the timber supply has been obscured and confused in the public mind.

How much timber have we? How much timber do we need? How much and what land is needed to grow that timber? What total effort can we afford to spend in growing timber as compared, for instance, to growing food? What should be left to public and what to private initiative? These are the larger questions forest economics seeks to answer. Here again the field of research is far larger than the national forests.

The economic investigations of the Forest Service are centered in the office of forest economics in the branch of research at Washington; but in many studies the district foresters are called on for assistance, or may carry on investigations independently, in which case they may assign the work to the district products offices or to other units.

RESEARCH IN GRAZING

Grazing investigations are supervised by the branch of grazing (see "Grazing" section of the manual). The annual grazing investigative program should be prepared in accordance with "Programs," and the grazing programs will be referred to the branch of research to determine what projects should be coordinated with the other investigative projects.

PROGRAMS

Continuity and coordination are necessary for the best results in research. With the immense field to be covered, there is a danger of scattering research over too many subjects or of getting sidetracked on lesser problems. To insure coordination and concentration on urgent problems requires a critical review and planning of the work each year. This review should be made by representatives of both the research and administrative organizations, and it is desirable also to seek the advice of other research agencies and of forest owners, lumbermen, foresters, and forest schools, or the regional forest research advisory committee.

The formal annual program of work offers a convenient measure of progress of research work from year to year, and gives the best possible basis for an intelligent understanding of the work both by the Forest Service and by the general public. In addition, it helps to establish a continuing policy for the investigative work over a period of years. Even though there can be no time limit placed on many research projects and though the nature of general forestry developments can not be accurately prophesied, it is, nevertheless, feasible to shape the permanent plans with the general object in view.

Research Advisory Committees.

In order to bring about the proper and adequate development of a regional forest research program, to stimulate forest research, and to assist in the correlation of all forest investigations, the Secretary of Agriculture has appointed research advisory committees in several regions. While the recommendations of the committee are not mandatory, they will have considerable weight and will undoubtedly command respect. Because of this the committees will be influential in bringing about a coordinate program of forest research, in calling attention to the results of research work, and in getting these results put into effect.

These committees are selected from such organizations and units as forest schools, State and consulting foresters, timberland owners and operators, pulp and paper interests, wood-using industries, wholesale and retail lumber dealers, shippers, naval stores operators, lumber trade papers, agricultural colleges and experiment stations, water users, stockmen, farm bureaus, conservation associations, scientific organizations, bankers, chambers of commerce, and the public. Committees are composed of about 15 or 20 members. Ordinarily appointments are made for periods of from one to four years.

DISTRICT INVESTIGATIVE COMMITTEE—WESTERN DISTRICTS

In the western districts research will be reviewed and planned each year by the district investigative committee.

Membership.

This committee (except for the eastern stations, which are treated later) will be chosen on or before December 1 by the district forester, who is its chairman, and will be composed of men best qualified to pass on the lines of investigation that are to be chiefly emphasized. Ordinarily the committee will be composed of the assistant district forester in charge of each line of work to be considered (or his representative), the liaison and products officers in the districts that have them, the director of the experiment station and such other men engaged in investigative work as are needed, and one or more supervisors who are in touch with one or more lines of the work to be discussed. The names of the members will be included in the investigative report.

This plan attempts to make the membership of the district investigative committee sufficiently flexible to meet each year the needs of the program, and to include in its membership men familiar with both the investigative work and the investigative needs of the district, and the men who will make the decisions for the district on the policies to be followed and work to be undertaken. The idea of flexibility must not, however, be carried to such an extent that it will detract from stability. It will be advisable, therefore, to ask at least two men to serve on the committee every year, as, for instance, the director of the experiment station, the assistant district forester in charge of forest management, and the officer in charge of products, if there is one in the district.

Members of other bureaus working in cooperation with the service should be invited, and State foresters and representatives of local forest schools also, if it is deemed advisable by the district forester to invite them. It will usually be desirable to get the advice of lumbermen, forest owners, associations, or other agencies as to the program or parts of it. Where there are research advisory councils, they will afford the best means of getting the advice of outside agencies. The aim should be to make the program regional and to enlist in its making the help of the agencies directly interested in forests.

On December 15 each branch of the district office, including the office of forest products, and the experiment station will prepare a concise memorandum as a basis for discussion. In the districts having the cooperation of pathologists or entomologists, these specialists should be invited to submit similar memoranda.

The memoranda should include:

- (1) A statement of the results accomplished during the year by lines of investigation or groups of projects.
- (2) Investigations needed, both on national forests and on other forest land, including silviculture, economics, or products.
- (3) New projects; their urgency and scope.

At the same time supervisors should bring to the attention of the district forester any local problems urgently needing investigation, whether in silviculture or utilization. Among these are such problems as marking, slash disposal, grazing, local difficulties in manufacturing and marketing (such as sap stain), difficulties in kiln-drying, and market prejudices against usable material. These statements from the national forests should indicate also the object, status, and assignment of the minor projects under way, and the plans for continued future work.

All members of the committee should become familiar with these memoranda before the meeting. The memoranda should not go into minute details, but should deal with each line of work in its broader relations.

The committee will then consider the results of the past year, the continuing or dropping of current projects, and the starting of new ones. One of the principal functions of the committee is to correlate the program for the whole district, and to concentrate efforts on the more important work that needs to be done. The committee should include in its report a brief statement of the relative importance of the major projects proposed, with reasons. The committee should carefully consider the status of all unfinished field work and reports and make recommendations for bringing them up to date. A new project should be considered in relation to the rest of the program—its merits, its desirability, and the feasibility of entering upon it. The programs of work on the national forests should be discussed to bring about correlation and uniformity of method of attack where possible. The programs of units of other bureaus (such as pathology and entomology) cooperating with the district should be considered with the same care as the service program, and new work in these lines needed in the district should be brought to the attention of the local representatives.

A member of the committee should be appointed secretary, to arrange meetings, keep the record, and compile the finished program.

Annual Program.

The secretary of the committee will compile the annual program after the committee has done its work. He should avoid making a patchwork program, such as will result from assembling the informal memoranda. The general statement of results and plans should be concise, clear and well coordinated, without repetition; this can be assured by handling the whole program by subjects rather than artificially splitting or grouping projects according to the person or office handling them. Minute details should be avoided. The following matters should be covered:

1. Recommendations on investigative policy not relating specifically to projects.
2. Progress on current projects and future plans for them.
3. New projects, with reasons for them.
4. Relative importance of major projects.
5. Approved administrative projects not part of the major program.
6. Articles, publications, etc., submitted or published during the preceding year and to be submitted or published during the ensuing year. The list of proposed Government publications should be accompanied by a statement of their size and importance, so as to permit the Forester to make the necessary financial estimates for printing
7. Detailed financial estimates for the next fiscal year.

The discussion of results and plans should follow in general the groupings of subjects shown in the classification of projects.

Appendix.

For each project there should be a separate sheet, designated according to the classification of projects, stating very briefly the character and scope of the project, progress made, plans for future work, assignment of personnel, and probable date of completion. The statement of progress should include besides the historical development of the projects, a brief mention of significant results obtained to date. For a new project or for a project to be discontinued, there should also be a complete statement of its object, location, and the reasons for undertaking or discontinuing it. These status sheets, which should be included as an appendix, are intended only as the administrative record of projects. They are not intended to replace the progress reports made from time to time or the permanent field records.

The district investigative program should be submitted in duplicate to the Forester on or before February 1, the experiment station and the district forester each retaining a copy. Copies of the products program should be sent to the Forest Products Laboratory.

PROCEDURE FOR EASTERN STATIONS

The program for the eastern forest experiment stations will be prepared in a similar manner to that outlined for the western stations, suggestions being obtained from national forest units as well as from other organizations. After being outlined in tentative form, it should be sent to the members of the regional advisory committee and to the district forester and cooperating agencies for comment, and possibly to others whose opinion would be of value. In most cases the program will be considered in a meeting of the advisory committee before being drawn up in final form.

The completed programs should be submitted in duplicate to the Forester on or before February 1, except in those cases where to meet certain conditions other dates have been designated by the Forester. A copy of the final program should also be sent to the district forester.

Laboratory Program.

As in the district programs, the advice of outside agencies should be sought in shaping the Forest Products Laboratory program. This can usually be done by correspondence with associations, State foresters, forest schools, manufacturers, and others interested in products research. This procedure not only results in useful suggestions being offered, but gives many outside interests a closer relation to the laboratory. The district foresters should be requested to review the previous year's program and to make comments and suggestions for the new program. The laboratory program will ordinarily be reviewed by a conference of the laboratory staff and representatives of the Washington office and the

districts. The district representatives are appointed in order to assure adequate consideration of national forest and other local utilization problems and to bring the laboratory and the districts into closer relations.

REPORTS

Working Plans.

For each experiment station or district products project a working plan will be prepared, to be approved before work starts by the assistant forester unless unusual circumstances prevent such advance approval. Important changes in working plans should be approved in the same way. The plan should include a statement of previous work on the subject and the results; objects; methods to be used; location of field work, costs, itemized for current fiscal year and roughly estimated for succeeding years; personnel; date of completion; cooperative agencies; use to be made of results. The plan should be sufficient in detail to give reviewing officers an intelligent view of the project. In the case of laboratory projects, working plans of the more important projects should be sent to the branch. Working plans should be revised every five years and brought up to date. These revisions should include the changes which have been made in the methods previously outlined, in the location of the work, and in the personnel, or changes in the scope of the project through the inclusion of other work formerly carried under another project or through the development of the project into two or more activities. Minor periodic revisions in the working plan can be indicated by a memorandum to be attached to the original plan.

It is impossible to overrate the importance of the method of attacking investigative problems. These methods as embodied in working plans should, at least in important projects in the districts, be scrutinized by the investigative committees. Joint consideration by branches and units concerned in different projects will give the benefit of collective criticism of working plans.

Progress Reports.

A progress report should be made on a project whenever one important phase of the study is completed, when new plans for the future conduct of the project are being drawn up, or when there is a change in personnel; but in no event should masses of unorganized data be accumulated over a long period without being worked into usable form. A copy of each progress report should be sent to the branch of research. The laboratory and the districts should exchange progress reports that are of mutual interest.

Progress reports often contain sufficiently clear-cut results to be worthy of publication either in periodicals or as department circulars or otherwise. This possibility should be borne in mind when preparing them.

Preparation of Reports for Publication.

Both the service and the Department of Agriculture insist on a high standard of accuracy and writing in published reports. Although the branch maintains an editor in Washington and one at the laboratory, it is not an editor's function to rewrite poorly written reports. Effective writing is an essential part of research; and all research men will be expected to write their reports for publication in clear, logical, and orderly fashion. Slovenly expression and ineffective arrangement must not be passed on to the editor for correction.

Facts and statistics, as well as the deductions drawn from them, are closely scrutinized as to accuracy by various reviewing officers. Accuracy likewise is a function of the author.

Research men who habitually write reports that are poor in style and inaccurate or careless in facts will be expected to show marked improvement before they write for official publication.

When a publication is planned an outline should be carefully prepared. Discussion with coworkers will often strengthen the plan. The branch will be glad to review outlines and, in some cases, will ask to have them submitted.

Circulation of Reports.

Reports of silvicultural investigations should be circulated among the districts and experiment stations. Two copies should be sent out so as to save time in circulation, and these reports should not be held unduly long. Several copies of manuscripts should be made, in order to provide for circulation of at least two, and additional copies for stations or districts desiring them for their files.

Monthly Reports.

Monthly reports should be submitted to the assistant forester in charge of the branch by the experiment stations, the district products offices, the laboratory, and the offices of economics and products in Washington. The purpose of these monthly reports is to keep the branch and the administrative force informed of the more important work of the widely distributed research units and to keep the units in touch with one another. Each item should be a complete, brief statement of some important activity. Routine matters of travel, visitors, correspondence, and the like should be omitted unless important.

LIBRARIES

The libraries of the Forest Service are maintained at considerable expense. The measure of their worth is the extent to which they are used. They are one of the means by which every forest officer can learn more about his job and thus extend his horizon, his ability, and his usefulness. How to make these libraries more useful—how to induce men to do more professional reading, to keep pace with their job, and to cultivate hobbies and specialities—is a question worth serious thought. Formal reading courses have been successful in some districts; but even without formal arrangements much can be done, especially by inspecting officers, to encourage a wider use of the library. To discover a man's chief interests in his work and to stimulate them by supplying him with books is a worth-while contribution to service education. Every member of the service has access to one of the most complete forest libraries in the world. Inducing more men to use it is one aspect of the problem of getting technical knowledge into use.

Divisions of Library.

The main library of the Department of Agriculture lends books not available in branch libraries. The Forest Service library in Washington, a branch library of the department, lends books to field libraries on request. There are field libraries in district and supervisors' offices, at the experiment stations, and at the Forest Products Laboratory.

Supervision and Records.

The Forest Service library and the libraries of the eastern forest experiment stations are under the direction of the office of forest experiment stations; the district office libraries, the western forest experiment station libraries, and the national forest libraries are under the supervision of the district foresters.

When a book or nonexpendable periodical is purchased in the field, the name of the author, title, publisher, and date of the book, or the title and date of first issue ordered of the periodical, should be reported to the district librarian who will forward the call number of the book, and charge it on the records. Where the district librarian can not furnish this call number, a request should be made to the Forester. Expendable periodicals need not be reported. Books should be provided with department book plates, labels, and charge cards. When a book or periodical is loaned, the borrower's name will be entered on a charge card (Form 172), with date, and the card filed by author, or by title of periodical. When the book is returned the date will be entered over the signature of the borrower, and charge card returned to the book pocket. Books or nonexpendable periodicals in need of binding may be sent to the Forester, and noted on the charge cards. The charge cards should be examined once a month for overdue books.

The receipt of periodicals may be kept on Form 183, and the publishers notified of irregularities. The Journal of Forestry, Botanical Abstracts, and other scientific periodicals are nonexpendable, and will be retained in the library. Other periodicals may be saved, destroyed, or clipped.

At the beginning of each calendar year a complete list of its books and nonexpendable periodicals will be submitted by each field library, except the eastern forest experiment stations which will submit their lists to the Washington office, to the district forester to be checked against the file record. The list should be compiled from the list of the previous year, with the addition of all books and nonexpendable periodicals purchased during the year. The list should be arranged according to call numbers for convenience in checking.

Purchase of Books.

The purchase of books for the Washington library is centralized in the library committee, whose duty it is to keep itself informed of books and periodicals of interest to the service library, to decide what books and periodicals are to be purchased, and to advise the districts of publications of interest to them. Members

of the service are urged to bring to the attention of the committee the names of new books that should be purchased. The library committee also approves purchases of books and periodicals for the eastern experiment stations.

The district offices, through their library committees, have authority and responsibility for selecting and purchasing books and periodicals for their own and supervisors' libraries. The Washington office will order books the district forester can not obtain locally.

Books and periodicals for the Forest Products Laboratory are purchased locally from its own funds.

Library Catalogue System.

In assigning class numbers to books the service library uses the department's "Scheme of Classification," a copy of which is in each field library. Author numbers are taken from the Cutter author tables. District libraries may assign class and author numbers (call numbers) to books received otherwise than by purchase and to be kept permanently, and may prepare author and subject cards for the catalogues, following the form of those already in use for purchased books. The Washington library will, on request, give advice on the numbering and cataloguing of books. In the smaller libraries of supervisors, if card catalogues are not maintained, miscellaneous publications may be arranged under class numbers given in the "Scheme of Classification," and placed in pamphlet binders on the shelves beside the numbered books on the same subject.

The size of supervisors' and experiment station libraries will determine the need of maintaining card catalogues. If unwieldy without a catalogue, a library should be provided with one.

Forest Service Publications.

Copies of Forest Service publications, marked "Library copy," will be sent to experiment station libraries, the Forest Products Laboratory, and the district offices, the latter being provided on request with additional copies for forest libraries in their districts. Library copies should be placed in temporary binders and filed as library books.

RECORDS

A permanent and orderly record of research is of great importance. Obviously not all the findings of research will get into print, so that every safeguard should be used in preserving and keeping them accessible. Records must be complete, up to date, orderly, and permanent. Unlike most administrative records, they must be as accessible years hence as they are to-day. Consequently nothing should be left to chance or to individual memory. Every reasonable precaution should be made to preserve original records from destruction through the use of efficient safes, duplicate records, etc.

Experimental plots must be permanently marked, and so well referenced by topography, section corners, etc., as to be readily found in the future. That conditions on all permanent or semipermanent sample plots and observation points may be recorded in full, physical survey Form 279 should be filled out as completely as conditions and the work warrants.

Compilation File.

A special compilation file is maintained in the Washington office, arranged by subjects, in which unpublished material of permanent historical or scientific value is kept. Manuscripts of unpublished reports, final reports or investigative projects, copies of letters containing information of permanent value, and similar data are by this means always available.

Members of the service are requested to furnish letters, tables, reports, memoranda, etc., containing information of value for this file.

Each field investigative unit should build up a similar file, with the object of ultimately having, in orderly form, a manuscript library of information pertaining to its region or line of work. Advice on methods of classification of subject matter will be furnished on request by the Washington office. The date and authorship of these permanent records should always be shown.

Photographic Records.

Photographic material will be handled by the forest experiment stations as prescribed in the "Administrative" section of the manual. Most photographs at forest experiment stations will be small enough for mounting on 5 by 8 inch cards, on which should be shown the project designation, date, and a brief description of the photographs. These cards are then to be filed serially under each project. Prints too large for inclusion here will be noted on the 5 by 8 inch cards in their proper file. A card record on 3 by 5 inch cards should be maintained by projects, and cross-referenced by locality, forest, or plots.

Map Files.

A systematic scheme of map and chart filing is essential to the permanence of the investigative records at forest experiment stations. Card records of all maps by project and by location should be maintained with proper reference to the map file. The vertical map case lends itself readily to filing by projects or subject matter, and maps too large for the case may be attached to sticks numbered on the end, which will permit ready horizontal filing.

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ENGINEERING

ENGINEERING

MAPS AND SURVEYS

LAND SURVEYS

The Forest Service is not authorized by law to make official land-boundary or property-line surveys except in the case of final surveys of irregular forest homesteads, and of all lands in connection with land exchanges under instructions issued by the proper administrative officer of the surveying service of the General Land Office. Practically all of the national forests are situated in States covered by the public-land surveys of the General Land Office, and these constitute the property-line surveys governing forest areas. In a number of the Eastern States not covered by General Land Office surveys, the boundaries of the forests coincide with the original lines of grants, lots, and deeds. Therefore, in addition to the entry-survey work, the land-survey activities of the Forest Service consist of the subdivision, retracement, reestablishment, and restoration of the General Land Office surveys, the execution of simple preliminary surveys in the unsurveyed localities and the retracement and reestablishment of grant, lot, and deed lines. The extension of the public-land surveys over the forests is constantly progressing, and through the cooperation described under "Map preparation—General Land Office surveys" those areas of greatest need to the Forest Service are being undertaken first.

RESTORATION OF LAND OFFICE CORNERS

No land corner can be legally restored (in a manner which will be recognized by the General Land Office) by any person who is not formally instructed to do the work by the proper administrative officer of the surveying service of the General Land Office.

TAMPERING WITH CORNERS A PENAL OFFENSE

To aid in the protection of all evidence of public-land surveys, a clause was enacted in chapter 398, 29 United States Statutes, page 343, prohibiting the destruction or removal of monuments of any United States survey, and fixing penalties for violation. This clause was amended by the act approved March 4, 1909, to read as follows:

"SEC. 57. Whoever shall wilfully destroy, deface, change, or remove to another place any section corner, quarter-section corner, or meander post, on any Government line of survey, or shall willfully cut down any witness tree or any tree blazed to mark the line of a Government survey, or shall willfully deface, change, or remove any monument or bench mark of any Government survey, shall be fined not more than two hundred and fifty dollars, or imprisoned not more than six months, or both."

To assist in the protection of Government surveys, Form 448 (warning posters) should be posted in conspicuous places near corners and monuments that are liable to be molested either innocently or maliciously by the general public.

ACTIONS TO BE AVOIDED BY FOREST OFFICERS

Forest officers are instructed not to attempt to "restore" Land Office corners, or to re-mark their locations by using a combination of materials and markings which may be mistaken for the work of the Land Office, except when they work under formal instructions from the proper administrative officer of the surveying service of the General Land Office.

They should not build up dilapidated corners with stones bearing notches or grooves, or the numerals 1/4, or dig pits, or scribe blazed trees or posts at or near the location of a Land Office corner. The practice of setting stones marked with notches, grooves, or 1/4, and the additional letters F S is specifically prohibited.

In retracing Land Office lines, care should be taken not to disturb the condition in which the corners are found, since such action may destroy all evidence by which the corner can be absolutely identified. Let the marked stone or stake lie just where it is found. Do not use the stones at the corner to build a new mound, as the marked stone described in the official record may unwittingly be removed from its proper location or other evidence of the true point for corner destroyed.

HOW TO PERPETUATE DILAPIDATED CORNERS

It is highly desirable that the exact location of Land Office corners found in a dilapidated condition should be perpetuated. For this purpose the blue metal Forest Service cruising poster, Form 458, should be nailed to a post, either driven in the ground or set in a pile of stone as near to the true point for the corner as may be determined. The posters may also be nailed on witness trees; but, unless the tree itself is the point for the corner, the poster should have the word "witness" scratched upon it in addition to the proper corner marking.

All corners which will require moving or are subject to destruction during the construction of roads will be referenced in accordance with instructions issued by the General Land Office and the information furnished the proper administrative officer of the surveying service of the General Land Office.

MARKING INTERSECTION OF ROADS AND TRAILS WITH SURVEY LINES

It is important that intersections of roads and trails with survey lines be marked for the convenience of all who have occasion to locate survey lines and corners. When such an intersection is found it should be habitual with all forest officers to note whether the intersection has been marked in an appropriate manner; if not, one of the blue metal township plats (Form 458) should be nailed up and appropriately marked, or a tree should be marked by the following system to indicate the direction and approximate distance to the nearest section or quarter-section corner. These marks are made by cutting a letter X 8 to 10 inches high with horizontal crossbars underneath. Care should be used to so place the marks that they will be visible easily to the passer-by. The intersection symbols should read as follows:

About 5 chains to corner	About 10 chains to corner	About 15 chains to corner	About 20 chains to corner	25 or more chains to corner
X —	X ==	X ===	X ====	X =====

A blaze about 6 inches square should be cut on the side of the tree facing the corner. If on the same side as the distance symbol it should be cut below the X and bars.

The X symbols are more durable than the tin plats, and since they can be made with a pocketknife, if no larger tool is at hand, no one has a valid excuse for leaving unmarked an intersection which he has located. If the distance has not been determined by pacing or chaining, it may be estimated.

It sometimes occurs that section lines parallel traveled ways but do not cross near a known corner. In such an instance it is desirable to put a symbol on the road or trail at the point nearest to the corner. This may be done by cutting the symbol N into the bark of a tree facing the road or trail with a blaze approximately 6 inches square on the same tree facing the corner or quarter post.

BLAZING TRAILS, SURVEYS, AND BOUNDARIES ^a

The Forest Service trail blaze, consisting of a spot 6 inches long below one horizontal notch, will continue to be used for the purpose of marking trails and must not be used for any other purpose. See handbook "Trail Construction on the National Forests," pages 46 to 49. Homestead entry surveys, boundary surveys, timber surveys, and other similar surveys should be marked with a single spot but not by the double spot adopted and used by the General Land Office.

Profuse and indiscriminate blazing of trees on surveys of a temporary nature is objectionable. Deep blazing should be done only on surveys or trails of a permanent nature where perpetuation is desirable. Sufficient trees should be blazed to obtain desired results. Too many blazes are objectionable and do not increase the value of a survey.

^a Amdt. No. 73, effective Jan. 1, 1928.

(4-E¹)

BOUNDARY SURVEYS

CLASSES OF BOUNDARIES

National forest boundaries may be divided into the following three general classes:

(1) Exterior boundaries, which divide the areas set apart by presidential proclamation or congressional act from the adjacent lands. As a rule, such boundaries follow established or projected lines of the public survey.

(2) Inter-forest boundaries, which separate two contiguous national forests. These boundaries may be along lines of the public surveys, but generally they follow prominent topographic features, such as rivers or divides.

(3) Interior boundaries are those which mark the boundaries between the Government lands and the private-land holdings within the areas set apart for national forests. Invariably these lines will follow public-survey lines.

MARKING FOREST BOUNDARIES

The boundary lines of every forest must be located and marked in order to prevent trespass and to simplify the administration of the forest. Where the boundaries can not be located accurately by the regular force the question of their survey should be taken up with the district forester.

The survey and marking of the boundaries of private lands within the forests is desirable where it can be accomplished without material interference with other more important duties, but it is not obligatory except when necessary to protect the national forest lands from trespass or injury.

When a corner or boundary line is located it should be permanently and appropriately marked in order that other forest officers may find it with minimum difficulty.

Wherever trespass is likely to occur or there is need for general public knowledge of the exact location of a forest boundary, metal boundary notices should be posted at all intersections with trails, roads, streams and ridges, and at intervals of one-fourth to one-half mile along the boundary. In openings where there are no trees, posts should be set to allow the placing the notices. The boundary notice should invariably face outward from the forest.

Points where important roads or trails intersect the forest boundary should be prominently indicated by means of painted signs giving the name of the forest.

RECORD OF BOUNDARY SURVEY

When any work in connection with the survey or retracement of boundary lines, or the referencing of corners, has been performed by a forest officer, he will transmit his notes, sketch maps, and report to the supervisor, who will keep a record of all work of this nature on a map, showing the lines retraced, marked, or surveyed, the corners located or restored, and the points supplied with special signs.

BOUNDARY LOCATION

Before the boundaries can be marked they must be definitely located. This is relatively easy where the boundary follows a public-survey line plainly identified by corners in good condition. The marking of such boundaries should be done by the local forest officers. On the other hand, difficulty is encountered with boundaries which follow these public-survey lines where many of the corners have been lost or obliterated as a result either of age or of careless or fraudulent work. Ordinarily a competent surveyor from the district office will be required to make a retracement of such lines. Subdivision of sections, where the boundary follows interior lines of a section, may also require the detail of a qualified surveyor for authentic determination.

The location of a boundary across "unsurveyed" lands presents a technical surveying problem which will usually require the services of a competent surveyor. The general principles for protracting such boundaries on the map are explained under "Boundaries" in the Lands Section of the Manual. The location of the protracted line upon the ground should be carefully done under specific instructions issued by the district engineer, in conformity with the methods outlined on pages 122 and 124 of the "Advance sheets of the Manual of Instructions for the Survey of the Public Lands of the United States," issued by the General Land Office. Such lines should be monumented substantially. Gen-

erally, wooden posts set in the ground and surrounded by a mound of stone may be employed. A post should be set at least every half-mile and marked with N F B and an identifying number. In no case should monuments be marked with the notches or other marks which will confuse them with Land Office corners. As the Land Office surveys progress, and as the boundaries are adjusted to them, all previous marks and monuments inconsistent therewith should be destroyed.

When boundaries are roughly surveyed by the local force they should be marked merely in a temporary manner. Blazing which may be a cause of confusion when later surveys are made must be avoided. The frequent use of stakes, cruising posters, and paint marks is recommended.

Full reports and maps of precise boundary surveys involving retracement and restoration of Land Office corners or subdivisions of sections, or the location of protracted unsurveyed lines, should be prepared and a copy filed with the district forester and the supervisor.

SURVEY OF TERM-PERMIT TRACTS

The survey of a term-permit tract under the act of March 4, 1915, may embrace an isolated lot or a tract subdivided into lots. Before survey is initiated the views of the branch of lands regarding maximum acres of lots, groupings, arrangements, etc., should be secured and followed as closely as governing conditions permit.

No lot surveyed for permit under the act of March 4, 1915, may exceed 5 acres in area. Ordinarily such lots will be somewhat smaller, and generally they will be of irregular shape, depending upon local conditions.

GROUPS

Very careful planning of the entire group area is essential to secure the maximum utilization. Generally the first step will be to make a detailed topographic map. On this the practicable roadways should be planned, then the area laid out to secure the most desirable lots. Each lot should be made accessible to a roadway without crossing other lots.

Lots embracing lake beaches and frontage on streams are, of course, the most popular; but when the survey is made, an adequate amount of such frontage should be reserved for general public use. Sometimes the lake or stream frontage is so limited as compared with a large available special-use area that it is advisable to reserve all the desirable lake and stream frontage for public use.

SURVEY METHODS

Survey of the lot lines will be by metes and bounds, adequately connected to a General Land Office public survey, mineral survey, H. E. S., or similar corner. Compass and tape methods will be sufficiently good, but on the larger groups it will perhaps be advisable to have the controlling lines laid out with transit and tape. The error of closure of any lot should not exceed 1 in 150. Lines dividing the group from contiguous private-land holdings should be carefully retraced by a qualified surveyor.

MONUMENTATION

A few of the monuments in each group should be stone or iron pipe where practicable. An effort should be made to establish these at the ends of straight lines so that the azimuth between stations can be easily secured at any later time. Preferably the monuments which are tied to corners of other surveys should be permanent in character and, if stones are used, they should be not less than 18 by 8 by 4 inches and properly witnessed. Other monuments may be of durable wood not less than 18 by 2 by 2 inches set at least 12 inches in the ground.

DESIGNATION OF TRACTS

Each group should be given a simple, distinctive name, preferably denoting the locality, as for instance, Willow Creek Group or Trout Lake Group.

Within each group the lots will be numbered consecutively, beginning with No. 1.

CORNER MARKINGS

Each corner post should be scribed or painted with the lot number facing the lot to which it refers. Corners of isolated lots should be numbered clockwise around the lot.

SURVEY NOTES AND PLAT

Written survey notes are not required, but a plat should be so prepared as to give all courses, distances, permanent monuments, tie lines, principal topographic features, and lot numbers. Also, the title should show the State, forest, group name, township, range, meridian, section, surveyor's name, date of survey, and map scale.

The scale of the plat should be 100, 150, 200, 300, or 400 feet to the inch. So far as possible, an entire group should be placed on one sheet, but an effort should be made to conform to the standard map sizes.

A tracing will be made of each plat and shall be approved by the regional engineer, if the survey was executed under his direction.^a

ACQUISITION SURVEYS

The survey of lands approved for purchase under the provision of the Weeks law of March 1, 1911, involves the retracement and reestablishment of grant, lot, or deed lines for the purpose of establishing the boundaries and determining the acreage of the lands to be acquired. This work exists only in the eastern forests not covered by General Land Office surveys. Where Land Office surveys exist, the acreage of lands being acquired is determined from the official plats, and the only survey work of the Forest Service in this case consists of the survey of tracts bounded by natural features, and which can not be described by legal subdivisions.

ENTRY SURVEYS

(See mimeographed circular, "Instructions for homestead entry surveys," dated 1923.)

MAP SURVEYS

SURVEYS BY OTHER BUREAUS

The maps of the national forests are dependent upon the surveys of the Geological Survey and the General Land Office as the two main sources of data.

GENERAL LAND OFFICE SURVEYS ^b

Through the extension of the regular public-land surveys, the national forests have been provided in a large part with a cadastral survey system. Extensive areas remain yet to be surveyed, but, with the progress toward completion of the survey of the unreserved public domain, the more important of these areas will be surveyed as rapidly as possible. In order to provide the General Land Office with information as to the areas considered most important from the Forest Service standpoint, the regional forester should supply appropriate information to the district cadastral engineers. It is compulsory, under existing law, to secure the commissioner's approval and authorization for the survey of unsurveyed townships, while the authorization for the resurveys of townships must be made by the Secretary of the Interior. After a list of desirable township surveys has been submitted, approved, and authorized by the commissioner or Secretary, the priority and preference order of survey can be arranged locally between the regional cadastral engineer of the General Land Office and the regional forester. Prior to February 1 of each year, the

^a Amdt. No. 247, effective Oct. 1, 1930.

^b Amdt. No. 14, effective Jan. 1, 1927.

regional forester will forward to the Forester, for transmittal to and approval by the General Land Office, a list, only of those townships that have not previously been requested to be surveyed, or resurveyed. These areas should be selected not so much with the purpose of providing map data as of securing the definition of private-land claims, land grants, and forest boundaries, the settlement of conflicts in existing surveys, and the identification of land lines that will assist in the administration of forest activities. Requests for land surveys in rough mountainous regions where such work is valuable only because of the control and topographic information so gained should not be made until areas important for other reasons have been surveyed.

A graphic record showing the status of all survey requests should be kept by each region. This should consist of a mounted region or State map or a set of quarter-inch maps upon which are shown by suitable colors and progressive symbols the status of each township, that is: survey requested of the General Land Office, survey authorized, survey executed, and survey accepted. This information should be posted either annually or currently as received.

GEOLOGICAL SURVEY TOPOGRAPHIC MAPS

The basic topographic survey of the national forests consists of the work performed by the United States Geological Survey in connection with the production of the standard topographic map of the United States. The regional forester should submit a map of the region upon which are delineated and designated in order of relative importance, the areas for which surveys by the Geological Survey are considered most urgent. Usually this recommendation should be restricted to about three quadrangles of the 30-minute size for each State in a region. This information will be required in the Forester's office, annually, before February 1. After review by the Forester, the recommendations will be submitted to the Director of the Geological Survey.

In order to expedite topographic mapping and triangulation work on national forests, the Forest Service should cooperate with the Geological Survey from both a service and financial standpoint, if possible. Forest supervisors should assist the survey in truck and pack-train transportation, use of ranger stations, supplying temporary men, and other ways deemed advisable if such cooperation can be accomplished without neglecting other important Forest Service activities.^a

SURVEYS BY FOREST SERVICE

Surveys for the purpose of accumulating data of a topographic character will be undertaken by the Forest Service only in connection with an activity primarily for some other specific purpose, or for providing information immediately needed for general purposes when it can not be secured in a reasonable period through the work of other Government agencies.

Forest Service appropriation acts periodically provide for accomplishing such investigations as timber appraisals, forage resource appraisals, and the classification of lands. The field operations and the presentation of the final results usually require a topographic map as the foundation. Likewise, for general administration, protection plans, improvement programs, timber sales, and nearly all other activities, adequate maps are essential. So far as possible the data afforded through the Geological Survey and General Land Office work should be utilized. However, in order to perform efficiently the functions with which it has been charged, the Forest Service may have to undertake the construction of maps on areas where data either do not exist or are inadequate. The surveys made by the Forest Service will be of two general classes. One class will consist of the more elementary and extensive surveys made to supply the need for a general map in localities for which there are little or no existing data. These surveys are termed "preliminary surveys." The second class includes the more precise and detailed surveys ordinarily made in connection with an intensive investigation for some special purpose. These are designated "topographic surveys."

^aAmdt. No. 74, effective Jan. 1, 1928.

PRELIMINARY SURVEYS

The aim of operations classed as preliminary surveys is to produce a map of the drainage and cultural features sufficient in detail and accuracy to serve merely for general administrative, protective, and utilization purposes until the area can be covered by adequate topographic mapping.

The method employed to obtain the detail will necessarily be of an inexpensive type, and, save for exceptional cases, relief data will be confined to the mountain ranges and peaks shown by hachures and form lines rather than by contours. The drainage and relief details shown will be similar in amount and character to what is described under "Map preparation" as standard practice on the quarter-inch and half-inch forest maps. The cultural data will also correspond in general to that on the quarter-inch and half-inch forest base maps; but it will be desirable to sketch all such additional features as settlers' cabins, protective improvements, range improvements, and other features important in the management which may be obtained without special effort. The field-map scale will generally be 1 inch to the mile.

All third-order control work in connection with these preliminary surveys will conform to the requirements outlined under "Topographic surveys."

Surveys of this character will ordinarily be made by the assignment of a competent surveyor from the district office, but frequently the regular forest force may be utilized to map the smaller areas which already have adequate control available. Some minor map work may be accomplished by rangers in connection with their regular work, but definite projects should be undertaken only with specific approval and special instructions from the district forest. The district engineer should make such field inspections as may be necessary to insure a uniform and adequate standard of results. A report will be prepared relating to the operations on each project and embracing also a summary of the inspection results.

In addition to the specific preliminary surveys, considerable continuous effort will, of course, be devoted by the regular field force to the collection of map corrections. The value of this sort of work will be strongly impressed upon the field men by forest supervisors, and systematic procedure will be established in the forest headquarters by which the corrective information will be carefully reviewed and recorded with such descriptive information as will later permit the map compiler to weigh its real value.

TOPOGRAPHIC SURVEYS

Character of Projects.

Field operations involving topographic surveys must be carefully considered and planned in advance. Care must be exercised in the first place to insure that it is necessary to make an immediate survey rather than await the regular mapping work by the Geological Survey. In planning a survey for an area previously covered by Geological Survey topographic work the need for further mapping must be clear and the methods must be adequate to insure a considerably higher standard of results than that of the existing data. As a rule, topographic surveys will be undertaken incidentally to and simultaneously with the field operations for a special investigation like a timber-appraisal survey, a grazing appraisal, or a land classification; but due consideration should be given to the actual need for a topographic map in securing the desired information.

Board of Surveys and Maps.

To eliminate the duplication of map-making effort and to coordinate all map work, the President, on December 30, 1919, created a Board of Surveys and Maps by the following Executive order:

"In order to coordinate the activities of the various map-making agencies of the executive departments of the Government, to standardize results, and to avoid unnecessary duplication of work, I hereby constitute a Board of Surveys and Maps, to be composed of one representative of each of the following organizations. * * *"

The board includes representation from the Forest Service and 20 other Government establishments having a direct interest in map production. In carrying out the intent of the Executive order the board is constantly working out standards to which all Government map-making efforts are expected to conform, and is also coordinating the programs of the various bureaus to prevent duplicating effort and secure a uniform quality of results. Necessarily the Forest Service must answer to the board relative to the coordination of its topographic surveys with the programs of other bureaus and as to the quality of the results.

Approval and Special Instructions.

Small topographic surveys involving areas less than approximately 3,000 acres may be executed by forest supervisors under specific authority and instructions issued to the district forester. Noncontiguous areas in one locality or group, which aggregate more than approximately 3,000 acres, will be surveyed by or under instructions issued by the district engineer. The general plan for all larger projects will be carefully reviewed and approved by the district forester and forwarded to the forester, who will refer the proposed plans, if considered necessary, to the Board of Surveys and Maps. After the forester's approval, the district engineer will prepare special instructions for each project, which will adequately outline the quality of work required, the methods to be employed, the control scheme, and all other points governing the prosecution of the survey. A copy will be supplied to the forester, preferably before the initiation of the field work.

Control.

All topographic work undertaken will be founded on substantial horizontal and vertical control. The specifications for the various classes of control approved by the Board of Surveys and Maps January 11, 1921, and revised April 13, 1926, will govern the work of this character. These specifications are embodied in Geological Survey Bulletins 788 B, C, D, E.^b

The Forest Service must necessarily depend upon the work of the Coast and Geodetic Survey and the Geological Survey for the establishment of data on first and second order of accuracy. The national forests are already fairly well supplied with such points, and ordinarily a sufficient basis will be found available. When additional work of this kind is essential arrangements will be made for its accomplishment by one of these organizations.^a

Fourth-order control for a topographic survey will usually have to be supplied in connection with the project operations and will conform to the specifications of the Board of Surveys and Maps. Sufficient points will be permanently monumented so that no place within the project boundaries will be more than 2 miles from a perpetuated station of fourth or higher order. In connection with strip-survey projects, the existing Land Office surveys will often be found sufficiently accurate for use as the fourth order of horizontal control, and the corresponding vertical control can be supplied most readily by double-checked Abney and taped lines supplemented by such control of a higher fourth-order standard as will insure that no point will be more than one-fourth of a contour from its correct elevation. Closing errors of the latter work should not exceed one-tenth of the prescribed contour interval times the square root of the length of the line in miles.

Monumentation.

Third-order control performed by the Forest Service will be monumented in accordance with the specifications for standard monuments adopted by the Board of Surveys and Maps on November 8, 1921. These specifications apply only to the "permanent" bench marks and station marks. All other monuments classed as "temporary" will conform to specifications prescribed in the special instructions for the project.

DETAILED MAPPING

The selection of the method to be employed in the sketching of the topographic detail will be controlled in a large measure by the procedure essential to secure the data for which the project is primarily undertaken. So far as possible the methods should be correlated with the most suitable topographic practice. In rough but fairly open country the plane table offers the most efficient means of sketching topography, and this method will be applicable to many projects, as, for example, grazing investigations, which do not require intensive and systematic gridironing to obtain the project information.

^aAmdt. No. 15, effective Jan. 1, 1927. (10-E)

^bAmdt. No. 75, effective Jan. 1, 1928.

Timber surveys, on the other hand, usually necessitate a systematic strip system for securing data relative to the timber stand, and the topographic work must be performed accordingly. not only because of the economy of utilizing the same personnel, but also to furnish control for the timber measurement. The strip surveys will be run between previously established control points, the alignment being maintained by magnetic compass (preferably mounted on a Jacob staff), and the measurement by tape and improved Forest Service Abney level. Sketching of the contours along the line in the areas intervening between strip lines will proceed with the strip survey.

To fulfill the purpose of the board that topographic work should be done so well that it may be incorporated into the standard topographic map without subsequent duplication, the board has prescribed that the mapping should fulfill the following minimum requirements:

(1) *Horizontal accuracy.*—Topographic mapping should be done with sufficient accuracy to insure that all prominent topographic and cultural features, such as houses, bridges, road crossings, stream junctions, well-defined points on ridges, etc., will be located within 250 feet of their true positions in rough or heavily timbered country and within 100 feet in the open, well-settled country.

(2) *Vertical accuracy.*—The features noted above should be shown at their true elevation within a limit of one-fourth of the contour interval.

The accuracy of a topographic map depends, first, on the precision, amount, and distribution of control, and second, on the quality of the "sketching" or "detail mapping." Each project may be carefully planned to provide adequate control, but sketching work is primarily dependent on the thoroughness and skill of the topographer. To attain the minimum accuracy prescribed by the board it will be necessary that all strip survey lines close within a maximum error of 1:100 horizontally and one-fourth of the contour interval vertically, regardless of length. Furthermore, should the strip lines be farther apart than 10 chains, or the timber cover so dense as to permit only limited observation, it will be necessary for the topographer frequently to extend short profiles laterally. Ordinarily such lines will be at right angles to the strip line and will be paced for distance. This practice, which is known as "side walking," will do much to strengthen the quality of the sketching. Advantage should be taken also of opportunities to "cut in" salient features from the strip line. The mapping Form 878 used in a Tatum holder, or Form 493 in book or loose-leaf form, will be found convenient for the strip-survey sketching. The Abney level employed should be, preferably, the Forest Service improved type, and the tape either a 2½, 3, or 5 chain standard topographic trailer tape. The latter, used with the "topographic Abney," has many advantages where the constant 2-chain horizontal unit fits the type of a country. But in more open country with even slopes the longer tape method may be found more rapid.

The plane-table method of sketching topography requires far more skill and experience than the strip-survey method, and for map data alone it is usually more economical. In forested country the plane-table sketching will be supplemented by traverses of the roads, trails, and other favorable routes. Such traverses will be run by the traverse-board method based on plane-table control, and the amount desirable will depend upon the extent and density of the timber cover. Sketching will be carried on with these traverse surveys to show the adjacent topography, including the relief, drainage, houses, fences, land-survey corners, etc. The number of plane-table stations which must be occupied to attain the minimum accuracy stipulated by the Board of Surveys and Maps for topographic work will vary with the type of country, the amount of supplementary traverse, and the scale of map, but on the mapping scale of 4 inches equals 1 mile it will be found necessary to occupy not less than an average of one station per square mile and to locate at least 12 points on the same area in addition to thorough supplementary traverse work.

Field Maps.

With the plane-table method a complete field map is built up as the traverse work is transferred to the plane-table sheet and the sketching finished. Plane-table sheets should not be inked in the field. Generally the field scale will be 2 or 4 inches to the mile and the contour intervals 50 or 100 feet.

On each project employing the strip-survey method, an assembled map on double-mounted paper should be kept posted in the field. Usually the map should be in sections by township units. The map should be based on an accurate projection and should show all the details of the control surveys and strip surveys. As the various strip-survey sketches are completed, they should be transferred with fidelity to the field maps and adjusted to the work previously done. This map should be inked in and lettered as fast as integral areas are completed. The work on the field map should usually be done by the chief topographer of the project.

If considered desirable the field map can be used only for the extension of control and the proper projection of section lines. The map Form 878, when completed and carefully adjusted with adjoining sheets and then inked, can be forwarded to the regional office for photostatic reduction to 4 inches to the mile. When map Form 493 is used the original scale will be 4 inches equals 1 mile, and therefore no reduction will be necessary. Extreme precaution should, however, be taken to insure their safe transportation. The field data on Form 878 or Form 493 are not transferred to the field map, but are traced directly onto the final tracings.

Final Maps.

Upon the completion of the project survey, final maps in the standard form will be prepared on tracings in the regional office. No data should be placed on them except that which relates to topographic and cultural features. Type lines, stand symbols, etc., should be introduced when necessary in printing by the use of a superimposed tracing. Frequently it will be desirable to have the final maps on a scale of 2 inches to the mile instead of the scale of 4 inches to the mile usually employed in the field. In such cases the final maps may be printed by photographic reduction requisitioned from the Forester.

Project Record.

For the purpose of permanently recording all data as to control, methods pursued, accuracy of results, and the like, a topographic report embracing this material should be prepared by the project topographer to cover each preliminary and topographic survey performed by the regional office. Two copies of the report should be filed in the office of the Forester, one copy in the office of the regional forester and one in the office of the supervisor. These reports are due in the Forester's office March 1.

Inspection.

Acting for the regional forester, it will be the responsibility of the regional engineer to exercise general supervision of the topographic mapping performed

in the region and to secure a uniform quality of results fully complying with the specifications of the Board of Surveys and Maps. Such field inspections, instrumental and otherwise, will be instituted during the progress of each project to determine the quality of the work and the extent of compliance with the special instructions. A brief report of the results of such inspection should be included with the topographic report.

MISCELLANEOUS

Triangulation Connections.

The value of definite connections between the second order control stations and the public survey net of the forests merits special effort by the field force. The fundamental construction of the forest maps is based on the relation between the geodetic control positions and the Land Office corners. The accurate establishment of this relation is essential for a good map, and particularly important to make the maps adequate for use in fire location by the lookout intersection system. The Forest Service must depend largely upon its own efforts to provide this information, and therefore it is highly desirable that every control station be connected by tie lines to such Land Office survey corners as may be conveniently near.

The aim should be to establish connections with every control station which has a public-land survey corner within a few miles. In open country presenting little surveying difficulties, or in situations favorable for connection by simple triangulation, longer ties may be made.

The most of the field work may be absorbed with survey work connected with other activities and may be assigned as part of the duties of timber-survey parties, or of boundary, road, and entry survey crews, when the work happens to be conveniently located with respect to the project operations. The necessary field operations are not highly technical, but reasonable accuracy is essential. It is obvious that inaccurate connections will cause more trouble and confusion than no ties at all. Ordinarily it will be advisable to require separate ties to two different corners, or two independent traverses to the same corner, in order to afford a closed survey and a check on the accuracy of the work. In like manner, all triangulations connections should consist of at least three intersection lines. The local regional cadastral engineers frequently cooperate upon request by having the General Land Office surveying crews make ties to the control stations in the vicinity of their operations.

For each connection a brief report and plat should be made on the special form provided for the purpose. It will be the duty of the regional forester, annually, before February 1, to assemble the reports of all connections made within the region during the preceding field season and to furnish copies to the supervisors concerned and to the Forester. The Washington office will be informed before March 1 if no ties have been made during the past year.

Instrument Inventory.

The Forest Service has a very considerable investment in high-class surveying instruments to which systematic and intelligent management must be applied to insure proper care of the instruments and a distribution that will bring about their most efficient use. This is especially true in regard to transits, levels, telescopic alidades, and new improved Abneys. The stock of such instruments is not sufficient to assign them permanently to the forests or to individuals for only occasional use. It is necessary, therefore, that the entire stock be subject to the control of the regional engineer and that distribution to individuals and forests be approved by him for use in connection with clearly defined work or projects requiring high-grade instruments and then only for the period of actual use. This plan not only makes available a surplus stock in the regional office for emergency calls, but also permits all instruments to be expertly examined frequently and maintained in proper condition of repair. It will be the duty of the regional engineer to see that the instruments are issued only to those men experienced and familiar with their proper care and

use. Also, he should take steps to provide against instruments being damaged in shipment as a result of improper packing.

From time to time the Forester will call for an inventory and distribution of the surveying instruments. The regional engineer will secure this information from the record maintained by the property clerk.

TEN-YEAR SURVEYING AND MAPPING PLAN ^a

The surveying and mapping needs of all the forests in each region during the ensuing 10-year period will be prepared by the regional forester on a quarter-inch scale administrative map of the forest in accordance with the legend accompanying EM surveys circular letter (E-621) of March 1, 1930. The map will show the area to be surveyed or mapped, the scale required, and the character of survey, whether topographic, cadastral, or drainage, or a combination of these. The information will be shown on a separate map from the survey index map. The outlines of the United States Geological Survey quadrangles will be shown on the plan maps in order that the plan may be used as a guide in making requests for topographic surveys by that bureau, and to insure the requests being made for mapping on a scale which will reasonably fulfill Forest Service needs.

The individual forest plan maps will be consolidated on a region or State map, a copy to be furnished the Forester. After the region plan is furnished any changes and additions to it will be reported to the Forester annually on February 1.

MAP PREPARATION

CLASSES OF STANDARD MAPS

The various classes of Forest Service base maps, which have been adopted as standard and which will be published currently, are as follows:

1. Map of United States (scale approximately 112 miles to 1 inch).
2. Regional map (scales 12 to 40 miles to 1 inch).
3. Quarter-inch forest base map (scale one-fourth inch equals 1 mile).
4. Half-inch forest base map (scale one-half inch equals 1 mile).
5. Atlas folio or ranger unit map (scale 1 inch to 1 mile).^b

^a Amdt. No. 248, effective Aug. 1, 1930.

^b Amdt. No. 249, effective Aug. 1, 1930.

There have also been approved two other types known as working-plan maps, which will be prepared in township form on a scale either of 2 inches or 4 inches to the mile. The restricted use of working-plan maps will but seldom require their reproduction other than by a direct printing process.

SPECIFICATIONS FOR STANDARD MAPS

1. Map of the United States.

This is a map on a scale of approximately 112 miles to the inch and shows the main drainage, principal cities, State boundaries, national forest units and regions, Indian reservations, national parks, national monuments, and State reservations. A revised edition is issued every few years as corrections or the exhaustion of current stock requires. This map is largely used in answering inquiries of the public regarding the location of the national forests.

2. Region Map.

This is a general map in colors of each administrative region on scales ranging from 12 to 40 miles to the inch, depending on the size of the region and the base from which it is taken. The maps of other Government agencies are often utilized as bases for the region maps to avoid duplication. On these maps the national forests are emphasized by several shades of green, and the Indian reservations, national parks, and national monuments by distinctive colors. A supplementary edition is often published with the main highway systems shown in red.

These maps are used for general index purposes in connection with all activities and for supplying information to the public. Revised editions are issued only on request of the regional forester.

3. Quarter-inch Forest Maps.

Each national forest is covered by a map on a scale of one-fourth inch to the mile, which embraces all major topographic detail. This map is the base for the proclamation diagram and the principal base map of the forest unit. Its comparatively small size makes it extremely convenient for all uses dealing with the forest unit as a whole, as an index map, and for distribution to forest users. This map is easily revised, and, as it is usually printed in one color, black or gray, the cost of publication is comparatively small, and revised editions may be issued frequently. The various features shown on this map include the following:

Civil boundaries, including international, State, county, Indian reservation, fish and game reservation, military reservation, national park, national monument, and, national forest lines.^a

Public-land surveys, including grant boundaries, township exteriors, and section lines, together with the projection of unsurveyed township and section lines. (Surveys not shown are: Mineral surveys, homestead-entry surveys, quarter-section lines, section numbers, and lot lines.)

Cities, towns, villages, and post offices.

Railroads, highways, secondary roads, and trails. Water bodies, canals, and streams, except very small streams. (Streams less than 1 mile in length are usually omitted.)

Relief, comprising merely the main peaks, mountains, and salient points of important ranges, is shown by hachures.

Triangulation stations and important bench marks, with their elevations.

Cultural features, such as bridges, tunnels, dams, power houses, ferries, reservoirs, lookout and ranger stations. Fences, telephone, telegraph, and power-transmission lines will not be shown unless they are important as major topographic features and their inclusion is desired by the regional forester.^b Main motor highways, status, fire organization data, etc. may be shown by an overlay printing in color if desired.

All features shown on the maps shall be identified by proper lettering.

^a Amdt. No. 16, effective Jan. 1, 1927.

^b Amdt. No. 250, effective Aug. 1, 1930.

Forest supervisors will constantly endeavor to assemble authentic data that will be of value in correcting the map for revised editions. The maps are carefully compiled on the polyconic projection and traced on a scale of one-half inch to the mile in the office either of the Forester or regional forester. The usual edition is 1,000 copies, but this should vary according to the needs of the individual forests and the completeness and reliability of the existing topographic data. New editions will be published when the existing stock is depleted or when the amount of corrective information warrants such action.

Blue prints of all completed maps that have been drafted in Washington are sent to the regions to be forwarded to the supervisors and rangers for final review and correction before they are printed.

4. Half-inch Forest Map.

The standard map on the scale of one-half inch to the mile includes practically the same data and is prepared on the same plan as the map whose scale is one-fourth inch to the mile, but in addition gives greater detail relative to drainage, and may show the telephone, telegraph, and transmission lines, protective improvements, etc. This map is usually printed in one color (black), but sometimes when relief is shown by detailed contouring such data may be superimposed in brown.^a If desired, motor highways, status, fire organization data, fire protractors, etc., may be shown by an overlay printing in color.

The half-inch maps of many forests are too large for convenient use, but they are of value where more detail and space are needed than are available on the quarter-inch maps. This is true in connection with fire and improvement activities. If desired, and the amount of detail permits, the tracing for the quarter-inch map may be utilized also for the publication of the half-inch map. Printing from the original tracings of atlas folio sheets, reduced and assembled, provides an excellent half-inch map in two or three colors. Ordinarily it is not economical to print a lithographic edition of less than 300 copies. If, therefore, the number definitely needed is less than this number, it will be advisable to resort to the direct printing process as the maps are required, rather than print a lithographic edition.

5. Atlas Folio.

The atlas folio is a very detailed topographic map on a scale of 1 inch to the mile. It is published in atlas sheets, 18 by 21 inches, each of which contains an area corresponding to six townships. The atlas sheets which cover a national forest are called a folio and are assembled in a heavy paper cover on which is printed an index diagram showing the position of the sheets.

Preliminary atlas folios were published before 1910, but in general these were based upon such unreliable and incomplete data that the maps are now of little use. Since 1910 excellent atlases have been prepared for a number of the forests and published in three colors. Such work, however, is expensive and must be restricted to those forests or parts of forests for which such maps are urgently needed and about which detailed topographic surveys have provided comprehensive and accurate information.

The original drawings for the atlas folio are made preferably on the 2-inch scale, or, if desired, on the 1-inch scale, and reproduced as a 1-inch folio.

The features shown on the atlas folio include the following:

Civil boundaries, including international, State, county, Indian reservation, fish and game reservation, military reservation, national park, national monument, and national forest boundaries and adjacent national forest boundaries with boundary monuments properly identified.

Public-land surveys, including guide meridians, standard parallels, base lines, survey township exteriors, section lines, quarter-section lines, lotted subdivisions, projections of unsurveyed township and section lines, mineral surveys, homestead-entry surveys, and administrative withdrawals. Guide meridians

^a Amdt. No. 251, effective Aug. 1, 1930.

and standard parallels are properly labeled. Section and lot numbers are inserted, as well as the identifying numbers of mineral and homestead surveys.

Triangulation stations and bench marks.

Cultural features, such as cities, towns, villages, post offices, railroads, main roads, secondary roads, trains, telephones, telegraph, and power-transmission lines, ranger stations, lookout stations, cabins, and all other features important to forest administration.

Water bodies, including canals, lakes, streams, springs, glaciers, etc.

Relief shown by contour system in so far as information is available the contour interval being adapted to the nature of the relief and varying from 100 to 200 feet.

On the published maps cultural features, survey lines, civil boundaries, and lettering (except elevations) are printed in black, water bodies in blue, and relief in brown. If data showing the relief by contours are not available, all features are printed in black or with the base in black, drainage in blue, and if desired, motor highways, status, fire organization data, etc. printed in a color or tint.^a

The standard form of atlas folios, particularly in regard to size, form, and arrangement of lettering and conventional signs, will be observed closely in order that all maps may present a uniform appearance. The preparation of atlas folio maps may be undertaken only with the prior approval of the Forester. Maps similar to atlas pages, but covering a larger unit, such as Ranger districts or natural divisions of a national forest, may be published if more useful to the administration of a forest.

WORKING-PLAN BASE MAPS

The final maps of detailed topographic surveys made by the Forest Service in connection with such activities as timber surveys, land classification, grazing reconnaissance, and planting reconnaissance are known as working-plan base maps. These maps are prepared on a scale of either 2 or 4 inches to the mile, depending on the need of the special activity to which they are incidental. In either case only one township is placed on a sheet, the 2-inch scale sheets being made the standard size of 18 by 21 inches and the 4-inch scale sheets 30 by 30 inches.

^a Amdt. No. 252, effective Aug. 1, 1930.

All necessary topographic details will be portrayed, including relief by contours, using a contour interval adapted to the nature of the relief and varying from 25 to 100 feet. The form and arrangement of the lettering and the conventional signs will conform to the standards for the atlas folio. As the limited use for these maps will restrict the reproduction to the direct-process printing, all the topographic data are placed on the one tracing. All data not of a topographic character, such as type lines and symbols, timber estimates, etc., instead of being placed on the map tracing, should be drawn on a separate tracing which can be superimposed on the map tracing for making the prints required for the special activity. As this leaves the map tracing free of all special information, it can be used for general purposes. Photographic reduction of 4-inch-scale maps may be requested from the Forester when the smaller size will be more convenient and economical for the presentation of the results of the classification activities.

SPECIAL MAPS

Special maps are issued for the use of forest officers to illustrate reports, bulletins, or circulars of the Forest Service or as special publications for the dissemination of information which can best be expressed graphically.

MAP SIZES

The principal standard map size of the Forest Service is the atlas-sized sheet, 18 by 21 inches. Every effort should be made to confine all maps, plans, charts, diagrams, and other material to this size. It is permissible, however, to use two smaller and three larger sizes. The smaller sizes are the letter size, 8 by 10½ inches; and the double letter, 10½ by 16 inches. The three larger sizes are 11½ atlas, 21 by 26 inches; the double atlas, 21 by 34 inches; and the large size, 30 by 30 inches. Some one of the sizes offered should fit almost any situation if care and thought are devoted to the original layout of the draftsman. However, when in the opinion of the chief draftsman special circumstances warrant, sheets may be prepared on other sizes, but they should, if possible, be multiples of the standard sizes. The sizes referred to above are the trimming sizes and not the border-line dimensions.

The principal exceptions to the application of the standard map sizes are the standard quarter-inch and half-inch maps. These maps naturally will be prepared complete on one or two sheets showing all of the area important to the forest.

Although the base maps will not be restricted to the standard map sizes, in arranging for the printing, the Forester's office will endeavor to make the published map conform as closely as practicable to the standard sizes. Maps of all sizes and dimensional proportions can be printed on one sheet up to 41½ by 61½ inches measuring from black border to black border. Larger maps must be printed in two parts.

MAP SCALES

The standard map scales of the Forest Service all bear a simple integral relation between inches on the map and miles on the ground^a. The various approved scales include one-fourth inch, one-half inch, 1 inch, 2 inches, 4 inches, and 8 inches to the mile. The scales of 100, 150, 200, 300, or 400 feet to the inch are used upon plats of term permit tracts. Only in very exceptional cases will maps be made on such scales as one-third inch, 3 inches, and 5 inches, to the mile or 1:50,000, 1:125,000, etc.

For scales of survey plats not listed as standard maps, see "Survey of term permit tracts."

^a Amdt. No. 253, effective Aug. 1, 1930.

MAP FILES

In the Washington office the forest atlas is the central depository for maps, diagrams, statistics, and other graphic records of the national forests and of forestry in general throughout the world. The forest atlas now comprises nearly 350 loose-leaf volumes. The atlas volumes are of two types—standard binders, which have the binding on the 21-inch side, and township binders, which have the binding on the 18-inch side. A binding edge of at least 1½ inches will always be left blank on the west or left side of each sheet. The atlas volumes are supplemented by drawer and other files for tracings and large maps for which the binders are unsuitable.

In the office of each regional forester is a regional atlas containing duplicate sheets of the forest atlas that relate to the region. There are also drawer and other files for tracings and maps which can not be filed conveniently in the binders.

Copies of all statistical records of permanent or historical value will be filed in the regional atlas.

Forest supervisors are supplied by the Supply Depot with the two types of binders or with vertical files as required.

CONVENTIONAL SIGNS AND LETTERING

The conventional signs on all Forest Service maps will conform to the standards established by the Federal Board of Surveys and Maps. There have also been approved for use on the general base maps additional symbols having special application to the Forest Service work. These are illustrated in the Forest Service publication of "Conventional Signs, Legends, and Forms for Administrative Maps." These legends will be followed closely in the preparation of any of the respective maps.

The lettering on all maps intended for publication must also conform as to style of type to the standards approved by the Federal Board of Surveys and Maps. These standards are illustrated in the Conventional Signs, Legends, and Forms for Administrative Maps.

Specific instructions for standard sizes for lettering quarter-inch and half-inch maps have been issued. The sizes of lettering for use on atlas folios may vary, since the use and contemplated scale of reduction must determine the sizes.

STANDARD COLORS AND LEGENDS

Many maps are needed in Forest Service activities which require coloring by hand to illustrate timber cover, land classification, etc. Two methods of coloring are employed: (1) Colored crayon pencils, and (2) ink mixed and diluted to give various tints. The use of crayons is particularly convenient in the field and where the better appearance possible with ink tints is not essential. Fifteen different shades have been adopted which are known as the standard colors. Each is identified by a number, and the corresponding crayons or corresponding ink formulas may be obtained by reference to the booklet of Conventional Signs, Legends, and Forms for Administrative Maps. This booklet also shows the proper use of each tint for denoting the various features.

MAP-DRAFTING PROGRAM

Annually, before June 1, the regional forester will submit to the Forester a tentative program covering the compilation and drafting of base maps desirable for the ensuing fiscal year.^a This program will list each map separately in the order of its importance and indicate whether the work should be done in the region or Washington office, the scale of the tracing work, scale of publication,

^a Amdt. No. 254, effective Aug. 1, 1930.

date the work can be begun, and approximate date of completion. The program will be reviewed in the Washington office as to suitability from the standpoint of base-map needs, and the capacity of the Washington office for the work requested of it. After mutual approval of any modifications, this program will guide the efforts of both offices with respect to base maps for the fiscal year and will be carried out as closely as practicable.

MAP-PRINTING PROGRAM

In connection with the map drafting program the regional forester shall also forward before June 1 a list of the maps which should be published during the year specifying the scale and type of publication, size of edition, and approximate date on which the map will be ready for the press. Naturally this plan must be closely linked with the base-map program. The plan will be reviewed in Washington, and upon approval the program will guide the map-printing work for the ensuing year.

The program, as planned, should be adhered to as closely as practicable, and the maps must be submitted for printing as early in the fiscal year as possible to avoid crowding the printing work into the last two or three months of the year. All map data will be forwarded to the Washington office in time to furnish it to the lithographer by June 15.^a

SURVEY INDEX RECORDS

The survey index record consists of a comprehensive graphic index of all original surveys and map data affecting the national forests. The information is posted upon the standard quarter-inch maps of each forest in conformity with the legend which is contained in the pamphlet *Conventional Signs, Legends, and Forms for Administrative Maps, 1922*. The regional office will maintain this record which includes a map of each forest in the region. Each supervisor has a copy of the map of his forest. In each of the two offices the record must be currently and systematically posted to show new survey data coming to the attention of the office. In order to provide an interchange of the new data collected by each office there will be kept a forest map in both the regional office and supervisor's office which will incorporate all the corrections for the current calendar year. At the end of the year the supervisor will transmit to the regional office both his current and permanent survey index maps. The data on the supervisor's current map will be transferred to the regional current map, and from this both the supervisor's permanent map and the regional office's permanent map are posted to date. The supervisor's current map is then destroyed and his permanent index returned. Both the supervisor's office and the regional office will start new current maps each year. If a map is to be compiled in the Washington office the Survey Index map of the Forest to be compiled will be forwarded to Washington with all compilation data. The map will be returned to the region when it has served its purpose.

TRIANGULATION INDEX RECORD

A card record of all triangulation data in or near the national forests in regions 1 to 6 and region 9 is maintained in the Washington office and in each regional office. The record consists of a card file and an index map for assistance in locating the data required. A card is made for each triangulation station showing its geographic position, the survey organization which established the station, the elevation, the description, and azimuths to other stations. These cards may be filed by forests or by latitude and longitude units. New cards will be added as soon as new triangulation stations are established and all corrective or additional data added to the cards promptly. The record will be used in compiling a map or in correcting compilations. New triangulation bulletins issued by the Geological Survey or the Coast and Geodetic Survey and any corrections for previously established stations will be forwarded to the regional forester by the Washington office. Information on second and third order triangulation stations established by the Forest Service will be forwarded to the Washington office annually before March 1.

LEVEL INDEX RECORD

A number of the regions maintain a record somewhat similar to the triangulation index record for all data relative to spirit-level lines and bench marks on or adjacent to the national forests.

FOREST BOUNDARIES

In the preparation of forest base maps many uncertainties develop concerning the proper adjustment and delineation of the national forest boundaries. Careless or unintelligent handling of such problems is likely to lead to much con-

^aAmdt. No. 255, effective Aug. 1, 1930.

fusion, and, therefore, all compilers and draftsmen should be familiar with the following principles:

In certain cases, as along rivers, State lines, etc., where the use of the heavy black-line symbol would obscure important topographic details, figures, or traverse details, the heavy black-line symbol may be broken or, if necessary, discarded, and lettering employed to designate the boundary. This practice is not advisable on maps having a scale of less than 1 inch to the mile and should never be applied to maps which are to be used as proclamation diagrams.

Boundaries which are identified as following such natural topographic features as divides, rivers, or creeks will be made to conform closely with the sinuosities of such features when they are shifted to new positions on successive maps.

Where boundaries follow streams, careful investigation of previous proclamation records will be made to determine whether the legal boundary follows the center line of the stream, or the right or left bank, in order that the status of islands may be properly determined.

The heavy line indicating the exterior or interforest boundary will be placed outside of the forest area being mapped; that is, the inner edge of the symbol will follow the exact line of the forest boundary. Boundaries of adjoining forests which appear on a map made for a particular forest are to be shown by a heavy broken line. When interforest boundaries between adjacent forests occur on the map, the middle of the symbol for adjacent forest boundaries will follow the boundary line. (See booklet, Conventional Signs, Legends, and Forms for Administrative Maps.)

MAP DISTRIBUTION ^a

The Forest Service is not a mapping bureau, and maps are primarily prepared for use in the administration, development, and protection of the national forests. They are not issued for sale, and distribution to the public in the sense that maps are issued by bureaus whose primary function is mapping. In many instances so few copies of special maps are required that the cost of the preparation of a press edition is not justified; in other instances, small press editions suffice. Such maps are not available for distribution to the public, although they may be consulted in the files of the Forest Service.

Larger press editions are issued of the general quarter-inch map of each forest and of the small United States maps showing the national forests or related data. Although these maps are prepared mainly for the use of officials, the edition is made large enough to permit furnishing copies in small quantities to persons cooperating in Forest Service work, or having legitimate interests in the forests. In such instances, the maps are furnished free as long as they can be spared from the supply on hand.

For certain of the forests which have attracted great numbers of tourists and campers, special informational maps are printed primarily for free public distribution.

The following plan will be followed in supplying Forest Service maps to the general public:

(1) By furnishing upon request, free of charge, copies of the informational maps of those forests for which they have been issued.

(2) Requests for maps of those forests which have not been covered by informational maps will be filled by furnishing, free of charge, copies of the one-fourth inch administrative maps whenever these can be spared from the official stock.

(3) Requests for the one-half-inch maps will be filled if possible by substituting informational maps or one-fourth-inch administrative maps, free of charge. If such a requisition can not be filled satisfactorily otherwise than by a one-half-inch map, and if the circumstances apparently warrant it, then a

^a Amdt. No. 17, effective Jan. 1, 1927.

one-half-inch map may be supplied free of charge, provided copies can be spared from the supply on hand.

(4) All other classes of maps of the national forests are to be regarded as not available for distribution. Requests for these maps will be filled only when they are needed in connection with cooperative work, and the question as to whether they are furnished will be determined by the circumstances of the individual cases.

(5) Free distribution of maps will, if possible, be confined to one copy for each request. If copies of informational maps are desired by civic or other organizations for free distribution, an order will be placed with the Public Printer through the branch of public relations in ample time before the map goes to press. Payment must be made in advance by the organization requesting copies. This arrangement can be made only for informational maps, printed by the Public Printer and in quantities of not less than 100 copies. The financial part of the transaction will be between the parties ordering the maps and the Public Printer.

(6) If copies of one-fourth inch or one-half inch administrative maps are desired by civic or other organizations for free distribution, a written cooperative agreement will be entered into between such organizations and the Forest Service and the request must be placed with the Forest Service before the map is sent to the lithographer and payment made in advance to the Forest Service with the request. The printer does not appear in the transaction, which is entirely between the parties requesting the maps and the Forest Service. The latter pays the printing bill and the money paid for the extra portion of the edition goes back under the cooperative scheme to the allotment of the region against which the bill is charged. This arrangement can be made for quantities of not less than 1,000 copies. If less than 1,000 copies of an administrative map are desired, a lithographed copy of the map, mounted on cloth, may be furnished to the organization, for use as copy in having the lithographic work done by a commercial firm at the expense of the organization.

(7) The plans outlined in items 5 and 6 are followed only when the civic or other organizations desiring to purchase the maps are cooperators with the Forest Service who by means of this publicity can assist in instructing the public in the care and preservation of the forests and in the prevention of fire. There will be an understanding with the purchaser that the maps are for free distribution and not for resale. Also organizations ordering maps, under either plan, will agree not to add any advertising or informative matter to the map. Any such advertising desired by the organization must be printed upon a folder inclosing the map or upon a supplemental sheet by a commercial printer directly for the purchaser.

MAP INVENTORY

Complete information in the Regional Offices relative to the condition of existing stocks of maps is necessary each year when plans for map preparation and publication are considered for the ensuing fiscal year.^a It is particularly important that the stock of quarter-inch forest base maps be maintained sufficient for all needs and that the maps be republished when necessary, even though the accumulation of corrective data does not justify a general revision of the tracing.

MAPS ISSUED BY OTHER DEPARTMENTS

PROCLAMATIONS

^a Proclamations with diagrams creating or changing national forests are issued in cooperation with the State Department. A limited number is allotted

^a Amdt. No. 256, effective Aug. 1, 1930.

for the use of the Forest Service; the remainder of the edition is required by the State Department for distribution to the various bureaus interested.

UNITED STATES GEOLOGICAL SURVEY MAPS

All map publications issued by the United States Geological Survey, including topographic and geological quadrangles, will be obtained by a letter of requisition to the Forester stating that the publications requested are for official use. The quadrangle maps are furnished to the Forester by the Geological Survey at 4 cents per sheet.

ADVANCE UNITED STATES GEOLOGICAL SURVEY SHEETS

When an advance topographic sheet for an area affecting a national forest is issued by the Geological Survey, the Forester will furnish 10 copies to each regional forester and supervisor concerned. These maps will be carefully scrutinized as soon as they are received in order that any suggested changes or corrections may be reported through the Forester to the Geological Survey before work has proceeded on the final engraving.

GENERAL LAND OFFICE STATE MAPS

Arrangements have been made with the General Land Office whereby the Forest Service may secure at the time of printing extra copies for official use of each new edition of the General Land Office State maps containing national forests. These cost approximately 18 cents a piece.

GENERAL LAND OFFICE WALL MAPS

A similar arrangement has been made with regard to the wall map of the United States on a scale of 37 miles to the inch.^a A sufficient number of copies are secured by the Washington office to supply each regional office with one map. Additional unmounted copies may be purchased for official use, at a cost of approximately 20 cents each, if the request is made when a new edition goes to press. If mounted copies are desired to hang on walls, they will be purchased either through this office direct or from the Superintendent of Documents at a cost of \$2 each.

GENERAL LAND OFFICE SURVEY PLATS

It is essential that each Forest Service office shall have a complete file of copies of the plats of General Land Office surveys relating to the areas under the administration of the office. To meet this need there are now available in the Washington, regional, and supervisors' offices, files of township subdivisional plats of areas within or adjacent to the forests. These plats are mounted and trimmed to the standard atlas size, 18 by 21 inches, and are filed in the atlas loose-leaf binders.

In addition to the township plats, the file also contains plats of such township exterior surveys and State line and Indian reservation boundary surveys as are not duplicated upon the regular township plats. Copies of segregation, supplemental, and amendatory plats issued by the Land Office which affect areas within the forests are also included in the file.

Through a cooperative agreement the Forest Service is furnished with notices of the current approval of plats, but to avoid omissions the Forest Service maintains a monthly check upon the General Land Office records. Copies are secured as soon as possible for the files of all offices concerned and in this way the record is kept up to date. The Forester will be promptly notified relative to any missing plats, in order that the omission may be corrected. The Land Office plat files will be carefully preserved, and the plats will never be taken from the office. Rangers will be furnished with copies of the plats in the discretion of the regional forester.

A graphic record of the General Land Office survey plats which have been received will be kept on quarter-inch or regional maps in both the Washington and regional offices. The area covered by the plats will be shown in some color, usually green, and as new plats are received the additional areas will be similarly colored.

CORNER RECORD

Through almost all field activities, information is being gained constantly relative to the condition of the General Land Office survey corners. A corner is often found after long painstaking search or by accident in an unusual situation. In order that permanent advantage may be gained from such dis-

^a Amdt. No. 257, effective Aug. 1, 1930.

coveries a permanent record is maintained by each supervisor, embracing the available information regarding the condition of the survey corners on the forest. The base of this record is a quarter-inch or a half-inch map on which is recorded graphically, using the approved conventional signs: (1) Corners which have been found and positively identified (small filled-in diamond); (2) corners found but not positively identified (small open diamond); (3) corners searched for and not found (small circle).

This graphic record is supplemented by written descriptions of the position of corners identified only after careful search and by other information out of the ordinary which may be useful in connection with subsequent use of the corners.

A map of each forest is also maintained in the regional office which is a duplicate of the corner map in the supervisor's office. The regional office maps will be posted currently with the data collected by surveyors and examiners working out from the regional office, and on February 1 each year an exchange is made of the new information gained by each office during the preceding year. If found desirable each ranger in charge of a district should annually be furnished with a photostat copy of the permanent record so that he can record thereon in red ink the corners found or searched for during the current year.

GEOGRAPHIC NAMES

The activities of the service within the national forests require suitable names for topographic features previously unnamed, and the elimination of erroneous, conflicting, or duplicating names in local usage. To assist in this important work it is essential that every forest officer should be conversant with the fundamental principles governing the application of names.

The United States Geographic Board, which includes in its membership a representative of each of the map-making bureaus of the Government, was created by President Harrison in 1890 for the primary purpose of bringing about uniform usage of geographic nomenclature throughout the executive departments. It was ordered that all place names suggested by any officer or employee of the Government must have the approval of the board before publication, and that decisions of the board in cases of dispute shall be accepted in all departments of the Government as the final authority.

PRINCIPLES OF UNITED STATES GEOGRAPHIC BOARD

As a broad general policy the Geographic Board has decided that names in common use at present should be adopted unless clearly unworthy of perpetuation.

The board has adopted the following guiding principles, but reserves the privilege of departing therefrom whenever it deems it advisable:

1. Euphonious and suitable names of Indian, Spanish, or French origin should be retained.

2. Names suggested by peculiarities of the topographic features designated—such as their form, vegetation, or animal life—are generally acceptable, but repetition in one locality should be avoided. Names such as "Elk," "Beaver," "Cottonwood," and "Bald" are altogether too numerous.

In suggesting new names an attempt should be made to secure those which have a meaning and indicate something definite. If Indian names are submitted their meaning and, if possible, the tribe name should be given.

3. Names of living persons should be applied very rarely, and only those of great eminence should be thus honored. No personal names should be attached because of relationship, friendship, or personal interest, nor should names of obscure persons be given. Names of eminent men now dead may thus be perpetuated, particularly those of early explorers, naturalists, geologists, topographers, etc. In each case what the person did or represented should be stated.

4. Long and clumsily constructed names and names composed of two or more words should be avoided. It is a foregone conclusion that such names will not be adopted by the public. If the name selected consists of more than one word, the words should be combined if practicable.

5. The multiplication of names for different parts of the same features, such as a river or mountain range, should be avoided. Only one name should be applied to a stream or mountain range throughout its entire length; in the case of a river the name should follow up its longest branch.

6. The naming of forks, prongs, branches, etc., as "East Fork" or "North Prong" of a river, should be avoided unless there is a special reason for it. In most cases, independent names should be given to a river's branches.

7. Spelling and pronunciation which is sanctioned by local usage should, in general, be adopted.

8. Where names have been changed or corrupted, and such changes or corruptions have become established by local usage, it is not usually advisable to attempt to restore the original form.

9. In cases where what was evidently originally the same word appears with various spellings sanctioned by local usage when applied to various features, these various spellings should be regarded as in effect different names, and, as a rule, it is inadvisable to attempt to produce uniformity.

10. Where a choice is offered between two or more names for the same place or locality, all sanctioned by local usage, that which is most appropriate and euphonious should be adopted.

11. The possessive form should be avoided whenever it can be done without destroying the euphony of the name or changing its descriptive application.

12. In names ending in "burgh" the final "h" should be dropped.

13. Names ending in "borough" should be abbreviated to "boro."

14. The word "center" as a part of a name should be so spelled and not "centre."

15. The use of hyphens in connecting parts of names should be discontinued.

16. The letters "C. H." (courthouse) appended to the names of county seats should be omitted.

17. In the case of names consisting of more than one word, it is sometimes desirable to combine them into one word.

18. It is desirable to avoid the use of diacritic characters.

19. It is desirable to avoid the use of the words "city" and "town" as parts of names.

In connection with the numerous projects involving forest mapping and preparation of maps, great care must be taken to make the nomenclature rigidly conform to the principles outlined by the board. Definite provisions shall be made for recording cases where duplicate names should be changed, new names fixed, or confusion between existing names settled. In each region the regional engineer will be responsible for the details of the work and will insure cooperation with local organizations and individuals that are interested in the subject of geographic names, review all recommendations, and prepare the material in proper form for presentation through the Forester to the United States Geographic Board.

At frequent intervals the board issues leaflets announcing the recent decisions, and periodically these are embraced in a published report comprising all the decisions made to date. Copies of these publications are furnished by the Forester to each region to keep their records complete and to advise the field officers of such changes as may affect their forest.

GEOGRAPHIC NAMES RECORD

A graphic record is kept in each of the regional offices and in the Washington office of all United States Geographic Board decisions and will be consulted whenever a map is being compiled or revised. The record is composed of a set of quarter-inch maps of the forests on which are posted in colored inks in a distinctive manner all proposed changes in name and all decisions of the board, correcting existing names, supplying new names, and underscoring correct names. New decisions by the board should be recorded as soon as received. New maps should be substituted when published and data transferred to them.

AREA TABLE

The Forest Service issues annually, as of June 30, a tabulation giving, by States and administrative regions, the areas of the national forests and the headquarters of the forest supervisors.

INSTRUCTIONS

Immediately following the close of each fiscal year, a report on the gross, alienated, and net areas, by counties, of the various forests will be prepared, upon Form 446b. The data are used in the preparation of the area table and in determining the distribution of the 10 and 25 per cent funds among the national forest States. Each forest report should be forwarded to the Forester immediately after being checked by the regional forester.

The lands to be reported as alienated are: All patented or entered lands, all lands granted in presenti (such as railroad lands, whether surveyed or unsurveyed), all lands listed with the Department of the Interior as chiefly valuable for agriculture, and all school sections which were surveyed prior to their withdrawal for forest purposes, excepting those where reconveyance to the United States has been approved.

In submitting forest areas no attempt should be made to change official gross areas to keep up with the constantly varying figures, due to new township surveys each season, as long as any considerable amount of unsurveyed land exists. Only those changes of gross area should be reported which were made during the year by proclamation, Executive order, act of Congress, and clear listing, or by recomputation previously approved by the Washington office.

In computing the areas of surveyed townships, only the area of the land surface, as shown on the plat survey, should be included. In computing the areas of unsurveyed townships, the area of bodies of water in excess of approximately 25 acres should be estimated as closely as practicable and deducted from the estimated area of the unsurveyed township. Upon the survey of such a township the area may be adjusted to agree with the area of the land surface given by the plat of the survey. Acreages should in all cases be expressed in whole numbers only.

The schedule of national forest areas by counties, which is compiled by the Washington office each year from the individual reports, should be used as a basis for the reports of the following year.^a This schedule is furnished each region before the close of the following year together with a list of all boundary changes which have taken place subsequent to the last 30th of June. Computations of areas will be made in the regional offices unless the Washington office is specifically requested to compute a special area.

PHOTOGRAPHIC WORK

WASHINGTON

Photograph Laboratory.

The branch of engineering at Washington is equipped for producing all classes of photographic work, including wet and dry plates, picture and map prints, blue prints, Vandykes, photostats, transparencies, bromides, and lantern slides. It also mounts pictures and maps on cards or muslin.

Requisitions for Photographic Work.

Requests made of the photographer at Washington for maps, diagrams, bromides, transparencies, and lantern slides are to be approved by the regional forester if the request originates in the regions, and by a chief of branch for the Washington office.^b

The cost of all photographic work done for the regions will be borne by them. The cost of work done for the experiment stations will be paid by the branch of research.

^a Amdt. No. 258, effective Aug. 1, 1930.

^b Amdt. No. 259, effective Aug. 1, 1930.

The regions and the branch of research will be notified upon October 1, January 1, April 1, May 31, and June 30, of the amount of photographic work charged to them according to their requisitions for the preceding period. The account will be rendered upon Form 166c and will give the date of each requisition or letter and the amount and class of work requested.

Photoview work and the developing of films may be requisitioned directly by forest supervisors unless otherwise instructed by the regional forester. Photoview work for the offices of public relations in the regions must be approved by the chief of public relations in Washington.

Prints for Official and Personal Use.

Care must be taken to distinguish between photographic products needed for official use and products desired by members of the Forest Service for their personal use. Photographic products for personal use will be supplied to members of the Forest Service only by sale. Photographs which are to be used for illustrating books or articles prepared by members of the Forest Service as individuals will be regarded as for personal use, and the character of this use will be clearly indicated in the requisition.

Photographic products may be requisitioned for outside distribution for use in educational work, for lectures, for schools, and for exhibit purposes.

Requisitions for photographic products of any kind to be disposed of to co-operators and others who have extended aid or courtesies in the furtherance of official work must be initialed by a chief of office in one of the regions or in Washington. Requisitions for photographic products to be given, loaned, or sold for use in illustrating any book, article, or other printed matter, or for use in educational work by lectures and schools or for exhibit purposes, must be initialed by the regional forester or by a chief of branch, and be approved by the chief of public relations.

Sales, Gifts, and Loans of Photographic Products.

The Forest Service is authorized to sell photographic prints, bromide enlargements, lantern slides, transparencies, and blue prints. Instructions for ordering photographic work and a list of prices will be furnished upon application to the Forester, Washington, D. C.

Generally speaking, gifts and loans should be restricted to co-operators or persons who have already extended aid or courtesies in furtherance of official work, or who plan to cooperate. The Forester has decided, for reasons of economy, to reduce to a minimum the number of requisitions for transparencies which will be approved.

FIELD

Map Prints.^a

The office of engineering in most regional offices is equipped for making blue prints, Vandykes, and photostat prints. Requisitions originating within the region will be sent to the regional engineer for execution after approval by the forest supervisor or chief of office in the regional office. As the regional offices are equipped with limited facilities for map mounting, the regional forester will forward all but emergency requisitions to the Washington office unless he prefers to have the work done locally. As a rule, however, the work can be done more economically in the Washington office.

Films.

Films are expendable property and are issued by the Forester, on request, to the personnel of the Washington office and by the regional foresters to the personnel of the regions (Form 988). Care should be taken to indicate the exact size and make of the camera for which films are desired. If films are needed in an emergency for immediate use, they may be purchased directly by the person needing them, in which case the individual making the purchase will include them in his expense account.

Forest officers using private films and obtaining negatives which, in their judgment, would be valuable additions to the collection, are urged to forward

^a Amdt. No. 260, effective Aug. 1, 1930.

them to their respective regions with requisition (Form 988) for new films to replace them.

Films which have been exposed must be accompanied by Form 166 when sent to the Washington office for printing. (See reverse of Form 166 for instructions.)

Films Developed and Prints Made in the Field.

Only when needed for immediate use may films be developed and prints made in the field. This work should be done, when possible, by a competent photographer under contract at regional headquarters. As soon as the prints have been made, the developed films and the corresponding Form 166 will be forwarded to the Forester. In such cases the films must be correctly numbered with the temporary (author's) number to agree with the numbers on Form 166. These numbers must be written with lead pencil in the margin of the films in such manner as not to injure them. When glass negatives are sent to Washington they should be carefully packed in wooden boxes between layers of corrugated cardboard.

Films Developed and Prints Made in Washington.

Films found to be imperfect when developed by the Washington office or in the field will be returned to the author by the photographer.

When films are forwarded to Washington with Form 166 they are developed, given permanent numbers, and prints are made from the good negatives without the issuance of special instructions by the regional forester concerned. One set of prints will be sent to the author and one to the regional forester unless more are requisitioned.^a When films are developed in the field an author's set is not furnished to him unless specifically requested. Otherwise the procedure remains the same. Copies of prints approved by the photographic committee at Washington will be placed in the service collection, and the negatives retained in the Washington files.

PHOTOGRAPHIC PROCESSES AND COSTS ^a

The Washington office is equipped to produce the following classes of photographic and mounting work:

Wet-Plate Process.

This is the best process for the reproduction of maps and drawings, but is not the most economical unless the maps are to be reduced or enlarged. It should be employed only when a change of scale is desired or when it has been impracticable to draft the original upon tracing linen or a material which can be transparentized. A camera photographs the maps or prints onto glass negatives. After the glass has been used in making the desired number of prints, it is cleaned off and used again. For this reason the full number of prints required should be requested at one time. It is impossible for this office to retain the glass negatives for any length of time owing to the bulk, weight, fragility, and cost of the material. Prints from glass negatives can be made in one piece up to 28 by 34 inches. The cost of a wet plate negative is approximately \$0.60 per square foot or fraction thereof.

Solar-Bromide Prints.

Solar-bromide prints are made directly from the glass negatives described above, or from a paper negative, and may be as large as 28 by 34 inches. The cost is approximately \$0.085 per square foot. If more than 50 copies are required, the photolithographic process of reproduction should be considered, as it may cost less.

Van Dyke Prints.

Van Dyke positive prints can be made from glass or paper negatives. It is the most economical process where prints are desired to be made on the same scale as the original drawing and when a white background is required. If Van Dyke prints are desired on a reduced or enlarged scale, it is necessary first to employ the wet-plate process. If a paper negative is also desired, it is

^aAmdt. No. 261, effective Oct. 1, 1930.

necessary first to make a positive print from the glass negative and from this print make a paper negative. The additional steps decrease, to some extent, the sharpness of the print, but it has the added advantage of having a paper negative which may be filed for indefinite use. For coloring, the Van Dyke positive prints are most satisfactory, as the inks or water colors do not change, as they usually do when placed upon solar bromides. Van Dyke negative or positive contact prints (the same scale as the original) may be made as wide as 42 inches and in any length. They can not be made as quickly as solar-bromide prints. The cost of either a positive or negative Van Dyke print is approximately \$0.045 per square foot. The cost of the negative must be prorated over the cost of the number of prints made from it to arrive at the total cost of each print.

Blue Print.

This is the most economical process and should be used whenever prints on the same scale as the original are desired and where a white background is not required in the use of the map. Blue prints can be made in one piece as wide as 42 inches and in any length. The cost is \$0.023 per square foot.

Blue Line Print.

These are made from a Van Dyke negative in the same manner that Van Dyke positive prints are made. They cost more than blue prints, because they require more time for printing. The cost is approximately \$0.027 per square foot.

Photostat Process.^a

This process may be used as a substitute for the foregoing processes in many instances where the size of the print to be made comes within the limits of the paper and where great accuracy of scale is not necessary. The largest sheet that can be made is 18 by 21 inches. The camera can not enlarge in one step in excess of one-fourth of the original sheet. It can reduce at one setting of the camera to one-fourth of the original size. Contrary to the usual impression, photostat prints are not the cheapest prints which can be made. They are, however, economical where the drawing or map to be reproduced is not on tracing linen and where only a few copies are desired. If more than 25 copies are required, they should be made by the solar-bromide process. The cost of either a negative or a positive photostat print is approximately \$0.12 per square foot. The cost of the negative must be prorated over the number of positive prints made in order to arrive at the total cost per print.

Map Mounting.

Maps may be mounted on cloth, either in one piece or cut and folded in saddle-pocket, coat-pocket, or any other desired size. The limit of the mounting board is 72 by 84 inches, although several sheets of maximum size, after being mounted separately, may be hinged together by an overlap of cloth. The cost is approximately \$0.045 per square foot.

Transparencies.

Successful transparencies can not be made from any but excellent, clear-cut negatives which show rather a decided contrast of light and shadow. They may be made as large as 28 by 34 inches. The coloring of transparencies is done by the branch of public relations. The cost of an uncolored transparency is approximately \$1.05 per square foot or portion thereof.

Lantern Slides.

Lantern slides are made by the branch of engineering, but are bound and colored by the branch of public relations. The cost of an uncolored and unbound lantern slide is approximately \$0.19.

Developing Films.

The estimated cost of developing each film in a roll is \$0.009 and of a film pack \$0.014.

^a Amdt. No. 262, effective Aug. 1, 1930.

Photoview Prints.

Photoview prints (an average of all sizes) cost approximately \$0.065 each. This cost applies to contact prints only, and not to enlargements or reductions.

Mounting Photoview Prints.

Mounting photoview prints (average of all sizes) on cardboard mounts costs approximately \$0.04 each.

Enlargements.

Enlargements, either black and white or sepia, may be made from photoview negatives up to 40 by 60 inches. The average cost per square inch or portion thereof is \$0.003 for a black and white print and \$0.0035 for a sepia print.

Photolithographic Process.^a

Photolithographic work can not be done in the Washington office, but may be requested through the Washington office of the Geological Survey or other lithographic concern, the cost being paid by the branch or region desiring the work. It is not an economical process unless 50 or more copies are desired. The approximate costs are as follows:

Number of copies	Letter size prints, 8 by 10½ inches	Atlas size prints, 18 by 21 inches
50 to 200.....	\$0. 07	\$0. 10
200 to 500.....	.05	.07
500 to 1,000.....	.03	.04
Over 1,000.....	.01	.02

The above costs are estimates only, as the quality of the original drawing and the number of plates made at one time have a bearing on such costs.

General.

In planning the original drawings for all photographic or lithographic work the standard map sizes as given in the bulletin, Conventional Signs, Legends, and Forms for Administrative Maps, should be adhered to as far as practicable.

Gray does not photograph satisfactorily, and to produce good results all lines of a drawing should be intensely black and unbroken. Draftsmen therefore should use ink as thick as practicable and in cleaning a drawing should avoid partially erasing the ink lines.

Photographic prints made from drawings which have been colored are not very satisfactory and are often illegible. Such prints, however, can be made and may at times be useful for a base to color with crayons.

^a Amdt. No. 263, effective Aug. 1, 1930.

Blue does not photograph, although by the use of a screen it can be printed by the photostat process. All other colors photograph in varying shades of gray or black, which are apt to be more or less smudgy. After black orange gives the most satisfactory print.

The following table is added for convenience in comparing photographic costs:

Class of work :	Average cost
Blue print-----per square foot--	\$0.023
Blue line -----do-----	.027
Van Dyke-----do-----	.045
Photostat-----do-----	.12
Solar bromide-----do-----	.085
Wet plate-----do-----	.60
Mounting maps-----do-----	.045
Developing film-----each in roll--	.009
Developing film-----each in pack--	.014
Copying print -----each-----	.30
Transparency-----per square foot--	1.05
Mounting print-----each-----	.04
Lantern slide -----do-----	.19
Photoview prints—	
3¼ by 5¼ inches -----do-----	.03
4 by 5 inches-----do-----	.03
5 by 7 inches-----do-----	.05
6½ by 8½ inches -----do-----	.07
8 by 10 inches-----do-----	.11
7 by 11 inches-----do-----	.11
Bromide enlargements—	
Black and white-----per square inch--	.003
Sepia -----do-----	.0035

ROADS

APPROPRIATIONS

Federal funds for the construction and maintenance of roads and trails in the national forests are obtained from the following specific appropriations by Congress:

1. 10 per cent fund.
2. Section 8 fund.
3. Federal forest road construction fund.
4. Forest highway fund.
5. Forest road development fund.

In lesser amounts, money is at times available from other Federal appropriations and through State, county, or other cooperation. The specific appropriation measures which made the above funds available were as follows:

TEN PER CENT FUND

"Roads and trails for States, national forest funds," contained in the agricultural appropriation act of March 4, 1913 (37 Stat. 828).

SECTION 8 FUND

"Cooperative construction, etc., of roads and trails, national forests," made available by section 8 of the Federal aid road act of July 11, 1916 (39 Stat. 355).

FEDERAL FOREST ROAD CONSTRUCTION FUND

Made available by section 8 of the Post Office Department appropriation act of February 28, 1919 (40 Stat. 1201).

FOREST HIGHWAY AND FOREST ROAD DEVELOPMENT FUNDS

Provided by the Federal highway act approved November 9, 1921 (42 Stat. 212).

MISCELLANEOUS APPROPRIATIONS

Permanent Improvement Fund.

This fund is included in the annual appropriation for the Forest Service for permanent improvements and may legally be expended on roads and trails where they are the most urgently needed improvement.

Twenty-five Per Cent Fund.

Under the act of May 23, 1908 (35 Stat., 251), 25 per cent of the forest receipts are annually made available to national forest States for roads and schools.

COOPERATIVE FUNDS

This term is applied to all funds contributed by State, county, or private agencies toward the construction or maintenance of forest roads.

REGULATIONS

The Secretary of Agriculture has made formal regulations for the section 8, forest highway and forest development funds. No regulations have been made for the 10 per cent appropriation.

SECTION 8 FUND

Regulation 1.—Definitions.

For the purpose of these regulations the following terms shall be construed respectively to mean:

SECTION 1. *Act*.—Section 8 of an act of Congress entitled, "An act to provide that the United States shall aid the States in the construction of rural post roads, and for other purposes," approved July 11, 1916 (39 Stat. 355).

SEC. 2. *Secretary*.—The Secretary of Agriculture of the United States.

SEC. 3. *Local authority*.—The State, Territory, or county jointly or severally making application for the survey and construction of a road or entering into a cooperative agreement with the Secretary.

SEC. 4. *State*.—Any State or Territory.

SEC. 5. *Road*.—A road, trail, or bridge.

SEC. 6. *National forest road*.—A road constructed or to be constructed in cooperation with the local authorities under the direct supervision of the Secretary of Agriculture, and paid for in whole or in part out of moneys made available by the act.

SEC. 7. *Cooperative road*.—A road constructed or to be constructed under State, Territory, or county supervision and under cooperative agreement as provided in the act, but paid for out of funds other than those appropriated by the act.

SEC. 8. *Construction*.—Reconstruction and improvement of roads as well as original construction.

SEC. 9. *Maintenance or properly maintain*.—The making of needed repairs and the preservation of a reasonably smooth surface, considering the type of road, but not extraordinary repairs or reconstruction.

Regulation 2.—Apportionment.

SECTION 1. Ten per cent of each annual appropriation shall be withheld as a special fund, from which, as directed by the Secretary, the apportionment to any State as hereafter provided may be increased, and from which there shall be paid such amount as the Secretary may find necessary for the general administration of the provisions of the act and from which there shall be established a fund from which survey and construction equipment may be purchased. The remaining 90 per cent of each annual appropriation shall be apportioned to the States as follows: One-half on the basis that the aggregate area of the lands of the United States in the national forests in each State bears to the total land area of such State, and one-half in the proportion that the estimated value of timber and forage resources of the national forests in such State bears to the total value of timber and forage resources of the national forests of all the States: *Provided, however,* That in such apportionment the States of Florida, Michigan, Minnesota, Nebraska, and Oklahoma shall be considered as a unit of apportionment, and the States east of the Mississippi River within which lands have been acquired by the United States under the provisions of the act of March 1, 1911 (36 Stat. 961), entitled "An act to enable any State to cooperate with any other State or States or with the United States for the protection of watersheds of navigable streams, and to appoint a commission for the acquisition of lands for the purpose of conserving the navigability of navigable rivers," known as the Weeks law, shall also be considered as a unit of apportionment.

SEC. 2. The apportionment for the fiscal year ending June 30, 1917, shall be made as of the date of the approval of these regulations, and on or before the first day of January next preceding the commencement of each succeeding fiscal year the Secretary will make like apportionment for such fiscal year.

SEC. 3. Any amounts apportioned to the States as herein provided remaining unexpended for a period of three years after such apportionment may be reapportioned by the Secretary to the several States in the manner provided for original apportionment.

Regulation 3.—Application.

SECTION 1. Application for the survey, construction, and maintenance of roads under the act shall be made by the proper local authority to the Secretary upon forms furnished by the Forest Service, and filed with the district forester of the Forest Service district within which the proposed road is located.

ROADS

APPROPRIATIONS

Federal funds for the construction and maintenance of roads and trails in the national forests are obtained from the following specific appropriations by Congress:

1. 10 per cent fund.
2. Section 8 fund.
3. Federal forest road construction fund.
4. Forest highway fund.
5. Forest road development fund.

In lesser amounts, money is at times available from other Federal appropriations and through State, county, or other cooperation. The specific appropriation measures which made the above funds available were as follows:

TEN PER CENT FUND

"Roads and trails for States, national forest funds," contained in the agricultural appropriation act of March 4, 1913 (37 Stat. 828).

SECTION 8 FUND

"Cooperative construction, etc., of roads and trails, national forests," made available by section 8 of the Federal aid road act of July 11, 1916 (39 Stat. 355).

FEDERAL FOREST ROAD CONSTRUCTION FUND

Made available by section 8 of the Post Office Department appropriation act of February 28, 1919 (40 Stat. 1201).

FOREST HIGHWAY AND FOREST ROAD DEVELOPMENT FUNDS

Provided by the Federal highway act approved November 9, 1921 (42 Stat. 212).

MISCELLANEOUS APPROPRIATIONS

Permanent Improvement Fund.

This fund is included in the annual appropriation for the Forest Service for permanent improvements and may legally be expended on roads and trails where they are the most urgently needed improvement.

Twenty-five Per Cent Fund.

Under the act of May 23, 1908 (35 Stat., 251), 25 per cent of the forest receipts are annually made available to national forest States for roads and schools.

COOPERATIVE FUNDS

This term is applied to all funds contributed by State, county, or private agencies toward the construction or maintenance of forest roads.

REGULATIONS

The Secretary of Agriculture has made formal regulations for the section 8, forest highway and forest road development funds.^a No regulations have been made for the 10 per cent appropriation. The regulations for the section 8 fund are available in the files and in official publications. The regulations for the other two funds follow:

^a Amdt. No. 264, effective Aug. 1, 1930.

SEC. 2. Each application shall contain: (a) Satisfactory evidence of authority to make application on behalf of the State, territory, or county, and to enter into a cooperative agreement with the Secretary for the survey, construction, and maintenance of the proposed road; (b) a statement of the public needs to be served by the proposed road and the manner in and extent to which such road is necessary for the use and development of the resources upon which communities within or adjacent to the national forests are dependent; (c) a statement showing (1) the general location of the proposed road, (2) its termini, length, grades, and estimated cost, and (3) the name, population, and location with respect to the proposed road of each community that would be benefited thereby; and (d) proposals for cooperation, giving in detail the amount and extent of the cooperation offered, whether in money, materials, labor, or the construction of a cooperative road, and whether cooperative moneys will be held and disbursed by the local authority or will be deposited in the United States Treasury in accordance with the provisions of the act of Congress approved June 30, 1914 (38 Stat. 415, 430), entitled "An act making appropriations for the Department of Agriculture for the fiscal year ending June thirtieth, nineteen hundred and fifteen," creating a special fund of contributions for cooperative forest work, available until expended, for the payment of the expenses of such work and for refunds to the contributors of amounts paid by them in excess of their share of such work.

SEC. 3. Applications upon which final action is not taken by the Secretary during any year will be retained and, unless modified or withdrawn by the applicant, will be considered for succeeding years.

Regulation 4.—Selection of Projects.

SECTION 1. The Forest Service shall prepare: (a) A project plan for each State, providing, as far as practicable, for a comprehensive road system in the national forests, showing, in the order of their importance, the roads within or partly within the national forests which it believes should be constructed; (b) maps showing the road system for each national forest, and delimiting the projects upon which construction or improvement is believed necessary, with a mark or marks of identification for each; and (c) a statement for each county in which there is a national forest, showing the maximum amount which may be expended therein under the act. Such project plans, maps, and statements shall be submitted to the Secretary for approval, and after such approval shall be transmitted to the Bureau of Public Roads for its information.

SEC. 2. Unless satisfactory data are already available, engineering investigations and preliminary cost estimates shall be made, by or under the direction of the Bureau of Public Roads, of all road projects for which proper application has been made.

SEC. 3. The Forester shall send annually to the Secretary a list of projects for which applications are pending, with recommendations for approval of negotiations for cooperative agreement, for rejection or for postponement of final action. As authorized by the Forester, cooperative agreements shall be negotiated for the projects so approved by the Secretary, provided the terms of such agreements are in accordance with the conditions under which the Secretary's approval was given.

Regulation 5.—Cooperative Agreement.

SECTION 1. When negotiations for a cooperative agreement for a project have been properly authorized, the agreement for execution by the Secretary and the local authority shall be prepared by the Forest Service with the assistance of the Solicitor. The maximum allowable expenditure of Federal money and the percentage of Federal cooperation, as provided in the agreement, shall not be greater than those specified by the Secretary in authorizing the preparation of a cooperative agreement. The detailed provisions of the agreement shall be those agreed upon by the Forest Service, the Bureau of Public Roads, and the local authority. The agreement shall provide for: (a) Survey, plans, construction, and maintenance of the project to be done in accordance with these rules and regulations; (b) amount, value, and character of cooperation; (c) furnishing of labor and materials, the deposit of cooperative funds in the Treasury, or the disbursement of such funds by the local authority; (d) supervision and inspection during construction and approval upon completion; (e) final accounting to each party to the agreement of all labor or materials furnished and all moneys expended under the agreement; and (f) such other terms as in the opinion of the Secretary should be included.

SEC. 2. The cooperative agreement shall provide that the entire project shall be constructed in accordance with the approved plans and specifications or such changes therein as may be agreed upon by the local authority, the Forester, and

the Director of the Bureau of Public Roads, if the funds which the parties have agreed to provide are sufficient therefor or both parties have and are willing to provide by supplemental agreement sufficient additional funds to meet any excess in the estimated total cost based on the location survey, or on the lowest satisfactory bid for constructing the project, plus the estimated cost of surveys and engineering; but that if provision is not made for such additional funds, then such portion of the project shall be so constructed as can be with the funds which the parties have agreed to provide, unless in the judgment of the local authority, the Forester, or the Director of the Bureau of Public Roads, the construction of such portion would not be advantageous. If such additional funds are necessary, construction shall not be started or obligations with reference thereto incurred until appropriate provision has been made for such funds. If the funds which the parties have agreed to provide are insufficient to construct the project in accordance with the approved plans and specifications or changes therein agreed upon by the parties, either party may, before construction is begun or obligations with reference thereto incurred, withdraw from the cooperative agreement upon 30 days' notice to the other and payment of its pro rata share of expenses incurred in connection with the project.

SEC. 3. Each local authority will be required to cooperate as herein defined in an amount at least equal to 50 per cent of the estimated cost of the location survey and construction and the entire cost of maintenance of national forest roads, unless a satisfactory showing is made to the Secretary that such an amount of cooperation is inequitable. Cooperation by local authorities may be in the form of money, labor, materials, or the construction of cooperative roads, and the amount and value thereof shall be fixed by the Secretary. Cooperation in the form of road construction will be accepted only when such cooperative road connects with and is an extension of a national forest road, and to the extent only that such road is necessary to furnish a connection between a national forest road and the general State, Territory, or county road system. Such cooperative road may be either within or without national forest boundaries.

Regulation 6.—Surveys, Construction, and Maintenance.

SECTION 1. Upon the execution of a cooperative agreement the Bureau of Public Roads shall proceed with the survey and construction of the road in accordance with such cooperative agreement.

SEC. 2. National forest roads shall be constructed under the supervision of the Bureau of Public Roads, in accordance with plans and specifications prepared by it and approved by the Forest Service and the local authority. The maintenance of such roads shall be under the supervision of the Bureau of Public Roads, unless otherwise provided in the agreement.

SEC. 3. Cooperative roads shall be constructed in accordance with plans made as provided in the cooperative agreement and approved by the Bureau of Public Roads and the Forest Service. Such roads shall be subject to approval of the Secretary on completion, and to inspection by the Bureau of Public Roads during construction and maintenance. Cooperative roads shall be maintained by the local authorities.

SEC. 4. If a cooperative road is not constructed as provided in the preceding section, or any road constructed under a cooperative agreement is not properly maintained in accordance with its terms, or there is failure to comply with any other of its terms, the Secretary will give notice of such fact to the proper local authority. If within four months from the receipt of such notice the terms of such agreement are not complied with, the Secretary may thereafter refuse to enter into any other cooperative agreement with such local authority until compliance has been made with the original agreement.

Regulation 7.—Accounting.

SECTION 1. All Federal funds expended for road construction under the act, and all cooperative funds which may be deposited in the United States Treasury in accordance with the act of Congress approved June 30, 1914 (38 Stat. 415, 430), mentioned in section 3 of regulation 3, shall be disbursed as directed by the Secretary of Agriculture.

SEC. 2. Cooperative funds used for the survey and construction of national forest roads, but not deposited in the Treasury, shall be disbursed by the local authority only upon vouchers approved by the Bureau of Public Roads.

SEC. 3. A separate account shall be kept, as directed by the Secretary, of all moneys disbursed for national-forest roads, showing the States and counties within which and the projects upon which such moneys have been expended, and the Secretary will furnish to the local authorities a detailed statement of such expenditures as soon as practicable after the completion of every project.

SEC. 4. Unless otherwise directed by the Secretary, records of the costs of survey and construction of all road projects, whether cooperative or national-forest roads, shall be kept upon forms to be supplied by the Bureau of Public Roads. If the Secretary shall so direct, progress statements or reports on cooperative roads shall be submitted from time to time to the Bureau of Public Roads on forms supplied by that bureau, and within 90 days after the completion of a project the local authority shall submit to the Secretary a final report of the project on a form supplied by the Bureau of Public Roads.

SEC. 5. Immediately upon the execution of a cooperative agreement, the Secretary will notify the Secretary of the Treasury of the amount to be expended by the United States within or adjacent to any national forest thereunder, and upon the completion of each project and the closing of the project accounts relating thereto the Secretary will submit to the Secretary of the Treasury a statement of the total expenditures of Federal funds made on account thereof and the distribution of such expenditures to each national forest concerned.

FOREST HIGHWAY AND FOREST DEVELOPMENT FUNDS

Basis.—That portion of section 2 of the Federal Highway Act, approved November 9, 1921, which defines the term "forest roads," all of section 23 of the said act, and such other portions of the act as apply to forest roads.

Regulation 1.—Definitions.

For the purpose of these regulations the following terms shall be construed, respectively, to mean:

SECTION 1. *Secretary.*—The Secretary of Agriculture of the United States.

SEC. 2. *Bureau.*—Bureau of Public Roads of the Department of Agriculture.

SEC. 3. *State.*—Any State, Territory, or insular possession.

SEC. 4. *State highway department.*—As defined in the act.

SEC. 5. *County authorities.*—The commissioners, supervisors, or officials in charge of the selection of roads in a county, road district, or town, and the expenditure of county funds for road building and maintenance.

SEC. 6. *Forest roads.*—Roads wholly or partly within or adjacent to and serving the national forests.

SEC. 7. *Forest-highway fund.*—The appropriation made by the act for forest roads of primary importance to the State, counties, or communities within, adjoining, or adjacent to the national forests, to be known as forest highways.

SEC. 8. *Forest development fund.*—The appropriation made by the act for roads and trails of primary importance for the protection, administration, and utilization of the national forests or when necessary for the use and development of the resources upon which communities within or adjacent to the national forests are dependent, to be known as forest development roads.

SEC. 9. *Construction.*—Reconstruction and improvement of roads as well as original construction.

SEC. 10. *Maintenance.*—The making of necessary repairs and the preservation of a reasonably smooth surface, considering the type of road, but not extraordinary repairs or reconstruction.

SEC. 11. *Major project.*—A road whose survey and construction shall be prosecuted under the supervision of the bureau. This term includes all road projects on the forest highway system except those—

(1) Which do not require the technical services of a highway engineering organization.

(2) Whose estimated average cost is less than \$2,000 per mile,

The term includes forest development roads whose estimated average cost exceeds \$5,000 per mile, or which require the technical services of a highway engineering organization.

SEC. 12. *Minor project.*—A road whose survey and construction shall be prosecuted under the supervision of the Forest Service. This term includes all trails and all roads not comprised within the definition of major project.

Regulation 2.—Apportionment.

SECTION 1. From such information, investigations, and sources as the Forester shall deem most accurate he shall prepare a tabulation showing the areas and value of the national forest land in each State, including the value of forage and timber. This tabulation, if approved by the Secretary, shall serve as the basis of apportionment for the forest highway fund.

SEC. 2. The Secretary, after considering the recommendations of the Forester, will apportion the forest highway fund for expenditure within the States as follows: One-half in the ratio that the area of national forest land in any State

bears to the total area of such land in all States and one-half in the ratio that the value of national forest land in any State bears to the total value of such land in all States.

SEC. 3. The Forester shall prepare a tabulation for the distribution of the forest-development fund for expenditure within the States based on the relative needs of the various national forests, taking into consideration the existing transportation facilities, the value of timber or other resources served, relative fire danger, and comparative difficulties of road and trail construction. This tabulation, if approved by the Secretary, shall constitute the apportionment of this fund for expenditure within the States.

SEC. 4. Ten per cent of the amount apportioned for expenditure within each State from the forest-highway fund shall be set aside for allotment for administrative expenses of the bureau and the Forest Service and for the purchase and maintenance of equipment. The portion of the amounts set aside not required for these purposes will be returned to funds for construction purposes.

SEC. 5. After deduction of the amounts set aside for administration and equipment expenses, the forest highway fund apportioned to the several States shall be available for expenditure on the survey, construction, and maintenance of approved projects on the forest-highway system.

SEC. 6. The apportionment for expenditure in each State from the forest-development fund shall be available for administrative and equipment expenses of both bureaus, for the construction of major projects recommended by the Forester and approved by the Secretary, and for minor project work as approved by the Forester.

Regulation 3.—Selection of Forest Highway and Forest Development Road Systems.

SECTION 1. Forest roads shall be classified as follows:

- (1) Forest highways, comprising the forest highway system.
- (2) Forest development roads, comprising the forest development road system.

SEC. 2. Forest highways will include:

- (1) All existing and proposed roads, or parts of roads, which are necessary sections or extensions of the Federal-aid system wholly within the national forests.
- (2) Other existing and proposed roads, or parts of roads, which are sections or extensions of the Federal-aid system and partly within or adjacent to and serving the national forests, and which may be designated as forest roads by the Forester and the chief of the bureau.
- (3) Other existing or proposed forest roads of primary importance to counties or communities.

SEC. 3. Forest development roads shall include all other existing or proposed roads within or adjacent to and serving the national forests and designated as forest roads by the Forester. A record of all roads designated as forest development roads will be furnished to the bureau.

SEC. 4. The bureau, acting for the Secretary, shall request each State highway department to submit a map of the roads within and adjacent to the national forests which in its judgment should be included in the forest highway system, of primary importance to the State or to the counties or communities thereof. Each State highway department shall be requested, before submitting such a plan, to secure and consider recommendations from the proper county roads officials as to forest highways of primary importance to the counties and communities. The district engineers of the bureau will file together with their recommendations copies of the map with the district forester.

SEC. 5. Each district forester of the Forest Service shall prepare for the national forests in each State or portion of State within his district maps showing the existing and proposed roads within, adjoining, and adjacent to the forests classified as to status, type, and function. This plan shall be based upon the primary road system proposed by the State highway department. It shall show in which of the following classes, in the judgment of the district forester, each proposed forest road should be included:

- (1) Forest highway system, classified as in section 2, regulation 3.
- (2) Forest development road system.

Trails, maintenance work, and minor repairs and construction estimated to cost less than \$500 per mile will not be included on such maps.

The plan shall be revised annually in accordance with the above procedure.

SEC. 6. The bureau, acting for the Secretary, shall arrange a conference with the State highway department and the Forest Service for consideration of the forest highway system proposed by the State highway department and the district forester. Following such conference final recommendations for the designation of a forest highway system shall be submitted to the Secretary by the chief of the bureau and the Forester.

SEC. 7. The forest highway system may be added to or revised by the action of both bureaus, following the procedure herein provided for the original designation of the system.

SEC. 8. The forest development road system shall be added to or revised as the Forester shall prescribe.

Regulation 4.—Selection of Forest Highway and Forest Development Programs.

SECTION. 1. The chief of the bureau and the Forester shall, following the recommendations from their district representatives, prepare and submit to the Secretary a list of the forest highway projects selected for the initial (fiscal years 1922 and 1923) forest highway program. The program shall include provision for the maintenance of roads existing or under construction. This list shall set forth the location, available cooperation, if any, whether major or minor, and the tentative expenditure authorized from the forest highway and other available forest road funds. Upon the approval of such projects, or any of them, by the Secretary, they shall be included in the forest highway program.

SEC. 2. Subsequent projects to be incorporated in the forest highway program shall be selected as follows: All projects proposed by counties, communities, or other agencies shall be submitted to the State highway department. The bureau, acting for the Secretary, shall request each State highway department to submit a list of proposed projects, including its recommendations on all projects submitted to it by counties or other agencies. All projects shall be submitted as far as practicable on forms furnished by the Secretary.

SEC. 3. The recommendations of the bureau on all projects received from the State highway department shall be furnished to the district forester and the State highway department. The district forester shall investigate any proposed projects coming within the requirements of the forest highway fund, including those submitted by county authorities, communities, or other agencies to the State highway department. The district forester shall call upon the district engineer of the bureau for any necessary engineering investigations to supply accurate and full information with reference to proposed State or county projects. The district engineer shall arrange for joint conferences with the State highway department and the district forester for final consideration of the program. A joint report shall be filed with the Forester and the chief of the bureau, together with such additional recommendations as their respective representatives may wish to make, following which the Forester and the chief of the bureau will submit a program of recommended forest highway projects to the Secretary for approval, classified as major and minor. The forest highway program may be added to and modified from time to time, following the same procedure. The program shall include provision for the maintenance of roads existing or under construction.

SEC. 4. The selection of forest highways for improvement or construction shall include only those which qualify under section 2, regulation 3.

SEC. 5. The forest highway program shall be based upon the following considerations:

- (1) Construction correlation with adjacent Federal and State road programs.
- (2) The interests of communities within, adjoining, or adjacent to the national forests.
- (3) Service to the national forests by increasing their value and usefulness.
- (4) The economy of continuity of operations.
- (5) Benefit to forest development, protection, and administration.
- (6) Amount of available cooperative funds.

SEC. 6. The district forester shall prepare and submit for approval by the Forester and Secretary a list of forest development roads which constitute major projects. This list shall set forth location, available cooperation, if any, and authorized expenditure from the forest development or other available funds. Upon the approval of such projects or any of them, by the Secretary, they shall be included in the forest development program. The selection of forest development roads and trails constituting minor projects shall rest with the Forester.

Regulation 5.—Cooperative Agreements.

SECTION 1. Cooperation from the State highway department, county authorities, or other agencies, associations, or individuals shall not be required but may be accepted.

Cooperative agreements shall be entered into for all projects which involve financial contributions to surveys, construction or maintenance by the State highway departments or county authorities, and shall be approved prior to beginning survey or construction, as the case may be.

SEC. 2. Negotiations for cooperative agreements for approved forest highway projects of the first two classes under section 2, regulation 3, shall be conducted

by the bureau, following an agreement with the Forest Service as to financial cooperation, if any, and maintenance. The detailed provisions of the agreements shall be those agreed upon by the bureau and the State highway department. All agreements for construction shall be based upon location survey estimates and shall be prepared on forms furnished by the Secretary for execution by the Secretary and the State highway department.

SEC. 3. Negotiations for cooperative agreements for other forest road projects shall be conducted by the Forest Service, after consultation with the bureau as to their technical and financial features. The detailed provisions of the agreement shall be those agreed upon by the Forest Service and the cooperating agency. All such agreements for the construction of major projects shall be based upon survey estimates prepared by the bureau and shall be prepared for execution by the Secretary and the cooperating agency. Agreements for minor projects shall be executed by the Forester or district forester of the Forest Service and the cooperating agency.

Regulation 6.—Surveys, Construction, and Maintenance.

SECTION 1. The survey and construction of minor projects included in the forest highway and forest development programs shall proceed under the direction of the Forest Service. On roads that may ultimately be improved to constitute part of an important public highway, a reconnaissance survey shall be made by the bureau and all construction shall follow the location so determined as closely as practicable.

SEC. 2. A location survey and estimate of cost of major projects included in the forest highway and forest development programs, under allotments set up as provided in regulation 7, shall be made by the bureau as soon as practicable.

SEC. 3. Construction work on any major project included in the forest highway or forest development program shall not be authorized or undertaken until a location survey and cost estimate satisfactory to the bureau has been made by the bureau, unless specifically agreed upon by the Forester and the chief of the bureau.

SEC. 4. Upon the completion of such survey and cost estimate, the construction of a designated project, conforming with the original project or forming a part thereof, at a designated cost not exceeding by more than 25 per cent the expenditure authorized in the forest highway or forest development programs, may be authorized by joint agreement of the chief of the bureau and the Forester. Construction projects substantially deviating from the project as approved in the forest highway or forest development programs, or which exceed by more than 25 per cent the expenditure authorized therein, shall be submitted by the chief of the bureau and the Forester to the Secretary for approval.

SEC. 5. Following the authorization of any major construction project as provided in this regulation, the bureau shall proceed with its construction under an allotment set up as provided in regulation 7.

SEC. 6. The construction of projects on all national forest highways of classes 1 and 2 of regulation 3, section 2, shall be in accordance with plans and specifications prepared under the direction of the bureau. Such construction shall not be started until the plans and specifications have been approved by the bureau and by the State highway department, and until the district forester has had opportunity to examine the location map or surveyed line and to indicate any details of location desirable for the protection or development of the national forests.

The construction of all other major projects under the direction of the bureau shall be in accordance with the plans and specifications prepared by the bureau and approved by the Forest Service and each cooperating agency.

SEC. 7. The construction of minor projects shall be in accordance with the specifications approved by the Forest Service and such cooperating agency as may be involved.

SEC. 8. Construction work on national forest highways of classes 1 and 2 of regulation 3, section 2, shall not be considered complete until the project has been inspected and approved by the bureau and the State highway department or until the district forester has approved the clearing and disposal of refuse. No other construction work on major projects shall be accepted as complete by the bureau until it has been inspected and approved by the district forester and the cooperator.

SEC. 9. Maintenance work on all forest highways shall be performed by the bureau unless otherwise specified by agreement. The maintenance of all other road and trail projects shall be performed by the Forest Service unless otherwise provided by cooperative agreement.

Regulation 7.—Records and Accounting.

SECTION 1. Following the approval of the initial forest highway program for any State and of any subsequent projects or group of projects included therein, a lump sum allotment shall be set up by the Forest Service with the district fiscal agent of the Forest Service for disbursement on vouchers approved by authorized officers of the bureau covering:

(1) The authorized expenditures of all approved major projects.

(2) The current cost of maintenance on all projects to be maintained by the bureau, as estimated by the bureau.

(3) From the administrative and equipment fund provided for by regulation 2, section 4, an amount for administrative expenses and equipment equal to 10 per cent of the sum of Nos. 1 and 2. (Amended April 1, 1923.)

Such allotments shall be drawn from any available road appropriation applicable under existing law and regulation of the Secretary to the projects concerned. Upon agreement between the chief of bureau and the Forester to authorize construction of a project, as provided in section 4 of regulation 6, necessary additions to or deductions from the allotment previously set up shall be made. The bureau is authorized to make transfers between construction project allotments not exceeding 10 per cent of any allotment so reduced or increased. Transfers of more than 10 per cent may be made with the concurrence of the Forest Service. Any unused balances under such allotment shall be made available for subsequent program work.

SEC. 2. Following the approval of the forest development road program for any State or subsequent development projects in that State, a similar allotment covering major projects so approved shall be set up for disbursement on vouchers approved by the bureau, and a similar procedure followed in subsequent adjustments or transfers.

SEC. 3. Corresponding allotments shall be set up by the Forest Service with the district fiscal agents of the service covering approved minor projects and the expenditures of the Forest Service for administration and maintenance. One per cent of each forest highway apportionment shall be similarly set up for administrative expenses of the Forest Service. (Amended April 1, 1923.)

SEC. 4. The Forester shall be responsible for maintaining an accurate fiscal record of the status of all appropriations for national forest roads and all expenditures and allotments hereunder for administration, equipment, surveys, construction, and maintenance.

SEC. 5. As soon as practicable after the end of each fiscal year the Forest Service shall prepare a report to the Secretary showing the work accomplished in each State on forest development roads and the disbursements made therefor. For the purpose of this report the bureau shall furnish to the Forest Service information regarding the work accomplished on any forest development roads under the direction of the bureau. The bureau shall also furnish to the Forest Service a copy of each monthly statement exhibiting the progress of all its construction and the financial status of each project.

As soon as practicable after the end of each fiscal year the bureau shall also report to the Secretary the work done on national forest highways in each State and the disbursements made therefor.

SEC. 6. Cooperative funds deposited in the United States Treasury shall be placed in the appropriation "Cooperative work, Forest Service," authorized by act of Congress of June 30, 1914 (38 Stat. 415, 430), and shall be audited, disbursed, and recorded in the same manner as funds under the act. Cooperative funds not deposited in the Treasury shall be audited and disbursed as provided in the cooperative agreement.

SEC. 7. The bureau shall keep all records which it deems necessary of survey, construction, and maintenance costs on major projects supervised by it. The bureau shall furnish the Forest Service with a final report showing the accomplishments and expenditures on each project constructed by it, and on the projects constructed under a cooperative agreement a copy of the report will be furnished by the bureau to the cooperating agency.

INSTRUCTIONS

[This section is not complete in itself. It must be considered in conjunction with the laws and regulations. For instructions on trails, reference should be made to the Trail Manual.]

EXISTING AND PROPOSED FOREST ROAD SYSTEM

Forest Road System.

The forest road system will include all roads which qualify and are approved as forest roads under the requirements of law, regulations, and instructions.

The system will include not only forest roads of satisfactory standard but also proposed forest roads and existing forest roads of unsatisfactory standard. The determination of necessity and of the required standard will be based on the conditions and needs which in the judgment of the Forest Service will exist within the following 10 years.

All roads on the forest road system will be classified by the Forest Service as either forest highways or forest development roads. All other roads necessary to public travel or because of service to property will be classified as nonforest roads.

Principles.

The following principles will control the selection of the forest road system and the designation of forest roads as forest highways or forest development roads:

1. To be either a forest highway or a forest development road, a project must be one "serving the national forests."
2. The service to national forests should be direct, definite, and commensurate with the expenditure from Federal funds.
3. The designation of roads as forest highways or forest development roads will be restricted to existing and proposed "forest roads" that are necessary to a proper comprehensive system for the national forests. All roads or parts of roads within the forest boundaries that are a necessary part of the State highway system and under the control of the State highway commission will be considered to be "forest roads" and will be designated as forest highways.
4. Such roads or parts of roads as lie outside national forests will automatically be classified as nonforest roads except where it is clearly shown that their service to the forest is commensurate with the proposed expenditure of Federal funds. The best example of such a road is one whose sole purpose is that of furnishing a road or roads within the forest a practical connection with the public road system outside the forest. Usually the terminus of such a road will be the forest boundary at one end and at the other will be the junction with the public road system outside the forest or the town, settlement, or point where real and material service to the forest ends and where the desired service to the forest would not be rendered if a satisfactory road were not extended to this point through the use of forest road funds.
5. Forest roads are, by law, divided into two classes: (a) Forest highways, which are forest roads "of primary importance to the State, counties, or communities within, adjoining, or adjacent to the national forests"; (b) forest development roads which are forest roads "of primary importance for the protection, administration, and utilization of the national forests, or when necessary for the use and development of the resources upon which communities within or adjacent to the national forests are dependent."
6. "Primary importance to the State, counties, or communities" means of greater importance to such divisions of the public than "for the protection, administration, and utilization of the national forests."
7. Conversely, "primary importance for the protection, administration, and utilization of the national forests" means of greater importance for such purposes than "to the State, counties, or communities."
8. Roads "of primary importance to communities, etc.," including those for the use or development of nonforest resources, will be classified as forest highways. Where the primary function is to make revenue or nonrevenue producing forest resources available, the road should be classified as a forest development road.^a
9. No one project can be designated as both a forest highway and a forest development road.

^a Amdt. No. 18, effective Jan. 1, 1927.

10. In determining the "primary importance," the decision will be based on present conditions or those which will exist immediately following the completion of the project. Whether the road should be classified as a forest highway or a forest development road will be determined, not by the relative volume of travel but by the relative value of its service to the public as compared with the value of its service to the forest for the purposes expressed in the law.

11. The term "serving the national forests" includes their cheaper or more efficient protection or administration or more complete use of their economic and recreational resources, or the use of such resources for more valuable purposes. This service to the forest must be definite and substantial. A mere technical compliance with the requirement of law is not sufficient. There must be a positive and material increase in the development and use of the forest and in its facilities for protection and administration. The fact that a proposed road constitutes a desirable link in the 7 per cent system, or that the State may be meeting difficulty in completing this system, will not be an acceptable reason for designating a road as a forest highway. Such designation must rest upon the factors of valuable service. The decision of the Forest Service will be based on its best judgment after weighing all factors, whether this judgment is in accord with other authorities or not.

12. Existing roads should not be designated for improvement throughout, unless all parts are in need of improvement and a higher standard for the entire length is necessary in order to serve estimated travel within 10 years. In other words, only such sections should be designated as needing improvement as will not serve such travel.

13. The determination as to whether a section of road is satisfactory or not will be based upon the adequacy of the road in existing conditions for the primary purpose for which the road is needed. This purpose should be the same as that which determines whether the road should be classed as a forest highway or a forest development road.

14. Cases may occur when a low standard road is needed immediately for protection purposes over a route which should ultimately have a high standard public road. Such roads should be classed as forest highways on the map. This will not prevent the construction of temporary (development) projects along the same routes when unavoidable.

Maps and Records on Forest Road System.

All roads or parts or roads on the forest road system (regardless of status and of required expenditure) together with such nonforest roads as are necessary or useful to an understanding of the public road system will be shown on forest base maps. As explained under "State and forest road maps," a certain portion of such roads will also be shown on State maps. A further extension to the district map or a map of the United States may be found advisable but is not required.

A name and a number will be assigned to each forest road project between logical termini, whether within or outside the forest boundaries. The name should be simple and descriptive. The numbers adopted by the State, if any, should be used for the forest roads and nonforest roads. Sections of roads should be designated by letter following the project number. The project name and number will be consistently used on the road maps, records, and correspondence to identify the project.

All roads or parts of roads on the forest road system will be entered on the tabulation, "Forest road system—progress record." This will show the necessary expenditure for construction or improvement, if any, and other similar information. The maintenance requirements on forest roads will be entered on a separate tabulation, "Forest road system—maintenance record." These are further explained under "Forest road system—progress record."

Designation of Forest Roads and Classification as Forest Highways and Forest Development Roads.

No road will be recommended for designation as a forest road until it has been considered by the forest supervisor and until sufficient information is available, preferably from field investigations, to guarantee the soundness of the recommendation and to justify its inclusion.

The forest supervisor should be requested to recommend those roads which in his opinion are necessary to the administration, protection, and development of the national forest properties, to the development and utilization by the public of recreation and other resources—both public and private—and to general public travel. The district engineer should familiarize himself thoroughly with the plans and desires of the State Highway Commission. Either directly or through the district engineer or the supervisor, the viewpoint of the counties, communities, and other public agencies should be ascertained.

When complete information on the desires and needs of all interested parties has been secured, the district forester should request each office chief to consider the suggested roads and to determine whether in his opinion these will meet the needs of all to be served and especially for the activities handled by his office. The district forester should then discuss all recommended projects in conference with all the office chiefs. The maps will be prepared in accordance with his decision on the forest-road system.

The forest highways shown on these maps will be recommended as such by the district forester and district engineer of the Forest Service at the conference with the State highway department, provided for by regulation 3, section 6, of the regulations for the forest highway and forest-development funds. The district forester will report to the Forester his conclusions and recommendations based on the results of this conference. The Forester will see that these projects are given proper consideration in the final plan.

When the secretary has acted upon a project, the district engineer will make necessary alterations in the State map, forest map A, and the progress record. Where final decision has not been made on a project recommended by the Forest Service as a forest highway, the project should be shown as a forest highway on maps and tabulation, the status being indicated on the maps by "R" in the project-number circle and on the tabulation by placing in parentheses the letters in the column "F. H.—System and class."

Following the secretary's approval of a practically complete designation of forest highways for a State, the district forester should request the Forester's consideration of his recommendations for forest development roads. After final action by the Forester has been taken, the maps and tabulation should be made consistent. Deferred action should be indicated in similar manner to that for forest highway projects.

A similar procedure will be followed in adding to or eliminating from the approved forest highway systems.^a

In the case of forest development systems additions and eliminations should be recommended to the Forester annually before January 1, except in the case of minor additions where the cost of construction does not exceed \$5,000 in any one year and where immediate action is necessary to permit construction that year. Such additions may be approved by the district forester but should be included in the annual recommendations for final approval by the Forester.^a

POLICY

The following policy will control the forest road work, except where inconsistent with or contrary to the requirements of the several forest road acts:

1. The forest road system should afford a means of transportation to all sections of the forests in need of roads. Concentration of expenditures on one section or to serve one use to the detriment or neglect of other sections and uses is not approved. The system should be that which for a reasonable maintenance expenditure will adequately, efficiently, and economically serve the traffic and the administration, protection, and development of the forests.

2. Public roads will naturally be divided into four classes: (a) Interstate, (b) State, (c) county, and (d) local. The type of improvement of a road should be determined by the character and amount of travel and the service to be rendered by the road rather than the class to which the road belongs. The road standard should be that required for the travel and service that determined its designation as a forest highway or a forest development road.

^a Amdt. No. 19, effective Jan. 1, 1927.

3. The savings to traffic and the value of service to traffic and property during the period prior to replacement or destruction of the road should at least equal the total expenditure on the road during that period. Such expenditure will include not only the construction cost but also maintenance expenditures and interest on and the retirement of the amount invested. Expressed in another way the total expenditure should not exceed the estimated economic return. Recreation travel is considered as having an economic value.

4. Temporary roads are at times justified but may result in waste or misuse of money. Stage construction¹ is a desirable practice. Unless a road is to serve a temporary need or later replacement of sections or the whole road on an essentially different location is clearly justified, the road should be so located and designed that when a higher road standard is required by traffic or property, improvement to this standard can be accomplished without waste of money.

5. The worth of a project should govern the priority of approval and the authorization for expenditure. The measure of worth will be the return from the investment.

6. The expenditure for construction and maintenance should be distributed among those benefited in equitable relation to the benefits derived.

NOTE.—¹ Building at the start on substantially the final location, gradually raising the standards as traffic and other conditions require.

7. The charge to real property for road construction or improvement should be based upon but not exceed the increase in the property value due to the improved transportation facilities. Any excess of cost over increased property value should be borne by the users of the road. The cost of reconstruction should be borne by property and road users in equitable relation to the benefits received. The cost of maintenance due to travel should be borne by the users of a road in proportion to the amount and character of use.

INVESTIGATIONS AND STUDIES

PROJECT REPORT

All administrative information on a forest road project should be bound together and placed in the correspondence files under the project name and number. This will be known as the administrative project report. As amendatory or supplementary project data of similar character are obtained, they should be made a physical part of the report. Earlier and inconsistent data should not be removed but should be marked "Revised" and the date of the new data or information inserted opposite the original entry.

KNOWLEDGE OF CONDITIONS AND NEEDS

Good and reliable information on the road needs and conditions is essential to proper and efficient administration of the forest road work. This information should be sufficient to determine (a) the manner or extent to which an existing road fails to serve the present traffic and property, and the roads expected within 10 years, (b) the character, amount, and cost of necessary improvements and of maintaining existing roads, (c) the expenditure justified from an economic standpoint, (d) the relative urgency of need, and (e) the amount and character of travel and of service to be rendered.

CONDITION SURVEYS

The main purpose of a condition study or survey is to determine the condition of all sections of a forest road as to construction standard and maintenance. It can be so handled as to make available, (a) road logs valuable to the forest officers and to public relations for distribution to the public and for use in publications, (b) accurate information on distances by road between forest points, (c) information required for the erection of directional and cautionary signs and also for mileposts, and (d) location of points where photographs are taken, thereby aiding in keeping a historical record.

For complete information on the condition and needs, a condition survey should be made of each road on the forest road system and this should be repeated at such intervals as is necessary to up-to-date knowledge. Where inadequacy of personnel and money prevent completing the study at one time, arrangements should be made (1) to survey each road under consideration for approval or expenditure within the following two years, (2) to keep thoroughly familiar with each road which has previously been constructed or improved, in order to check the carrying out of maintenance obligations and to make sure that the investment is not depreciating, (3) gradually to extend the surveys to other roads. Unless there is some special requirement, an effort should be made to complete the survey of roads passable to a Ford before undertaking the existing impassable roads.

Cost estimates of maintenance and improvements may be made at the same time as the condition surveys, if the estimate is needed soon and the surveyor is qualified; or these may be secured later, either by special assignment of an engineer or when he is in the vicinity on other work. Cost estimates, especially for maintenance, will frequently not require a field inspection.

The records of condition surveys made and needed should be so kept and the work so handled that the amount of information is constantly being increased through utilization of the time spent in the field. Whenever there is occasion to traverse a road upon which a survey is desired, there should be obtained as complete a record as can be secured without interfering with the specific object of the trip. It also will be possible to survey roads not on the direct line of travel without interfering with the main object of travel.

The main points to be observed are: (1) Surface material, (2) condition of surface, (3) width, (4) drainage, (5) gradient, (6) alignment, (7) structures, (8) cut and fill banks, (9) serviceability throughout the year, (10) danger points, and (11) speed of travel. The camera should be freely used and tied into the speedometer reading. Special consideration should be given to whether the existing road should be improved or a new road should be constructed. Also the standard of road that is required and whether its location should be temporary or permanent. (See "Policy.")

The exact method to be used and the data to be secured will be determined by the regional forester. This method should vary with the condition of the road and the amount of relocation and reconstruction work that should be done. The survey is usually of most value where, by minor construction or betterments or by maintenance, there will be obtained a road which will satisfactorily serve present needs. Detailed information should not be secured when complete relocation or reconstruction is necessary and the expenditure required for maintenance is not justified.

The notes should preferably be made a part of the administrative project report. A copy should be sent to the forest supervisor. The office of public relations should be given a copy of at least that portion that will be useful for public information or for publication.

ECONOMIC AND TRAFFIC STUDIES *

Each project to be recommended for designation as a part of the forest road system or for expenditure within two years should be studied from an economic standpoint. The method used by the regional forester will take into consideration the character of the work and the amount of money involved. The economic study should be made a part of the administrative project report. The method approved by the Forester and sent to the regions with Circular E-668 should be followed in all cases where any doubt exists of whether the necessary investment is justified from an economic standpoint.

A traffic study, carefully planned and executed and taking into consideration the character and amount of present and future travel, is very valuable and sometimes almost essential to a proper determination of whether a road is really needed by travel and property, of the road standard that is required and justified, and the amount that at the time is justified for expenditure. (See "Policy.")

A graphic study of natural resources and of industrial and other development will also be a great aid in preventing mistakes and in planning the transportation system that will best fill the needs of traffic and property, and that will promote development in the best and most economical way.

ENGINEERING INVESTIGATIONS *

Unless satisfactory data are already available, the regional forester will request the district engineer of the Bureau of Public Roads to make an engineering investigation and preliminary cost estimate for State or county projects on the forest highway system which have been proposed under regulation 4, sections 2 and 3 of the regulations for the forest highway and forest road development funds. A reconnaissance survey by that bureau will be made for minor roads under the conditions specified in regulation 6, section 1, of the regulations for the forest highway and forest road development funds. Three copies of each of the foregoing reports should be requested of the Bureau of Public Roads. The regional forester will send one copy to the Forester and one copy to the supervisor.

Engineering investigations, recommendations, and reports for the Forest Service will be made by the regional engineer or a qualified assistant.

SELECTION OF PROJECTS

GENERAL REQUIREMENTS

No funds will be expended upon a road not included in the approved forest road system, but concurrent consideration may be given to the designation of a road and approval of expenditures thereon.

* Amdt. No. 265, effective Aug. 1, 1930.

October, 1930.

(38-E)

Each forest officer participating in the selection of projects for programming purposes must be thoroughly familiar with all the provisions of the forest road appropriation acts and regulations and especially the following: (1) To what extent expenditure may be made on work outside the forest boundaries; (2) whether a formal application must be filed before expenditure can be made; (3) the amount of cooperation required; (4) whether a cooperative agreement is necessary; (5) the kind and amount of service to be rendered in order to legalize expenditure; (6) factors used in determining the State apportionments; and (7) limitation on expenditures in any State or county.

The program will be in accord with the policy for the forest road work. The program for forest highways and forest development roads will also be governed by the rules for the two classes.

FOREST HIGHWAYS

The program will be based upon the considerations enumerated in regulation 4, section 5, of the regulations for the forest highway and forest development funds. The district forester will also be guided by the following in deciding upon his recommendations:

1. Construction work should be correlated with county road programs.
2. As between projects otherwise of equal merit, preference should be given to the project—
 - (a) Entirely within forest boundaries.
 - (b) Where the largest amount of cooperation on construction and maintenance is offered.
 - (c) That will render the greatest amount of service to the forests.
 - (d) Of the greatest merit from an economic standpoint.
3. While highly desirable that the approved list shall include roads from each of three classes: (1) State, (2) county, or (3) community, the determination should be based on merit, regardless of class.
4. No project will be recommended unless funds are actually available by appropriations already made, or have been authorized for obligation, except that sections of roads which the Forest Service expects ultimately to complete, may be favorably recommended if the appropriations or amounts authorized for obligation are of sufficient amount.
5. The amount of previous expenditure of forest road money in the locality and the relation of this to the amount and value of forest land and to the losses by taxation should have an important bearing on further authorization of expenditure.

FOREST DEVELOPMENT ROADS ^a

Where not prevented by the statutory provisions of the fund to be used, preference in the approval of projects will be given in the following order:

1. Repair of, and partial reconstruction of, existing roads which are of equal or greater importance to the forest than new projects, to make them more useful, and to reduce high maintenance costs because of poor location, excessive grades, etc.
 - (a) In this class would come first acceptably located old roads of sufficient fire control, utilization or administrative value to warrant the expense of maintenance, but which the county will not maintain as part of its system.
 - (b) Secondary roads of a county system having fire control, utilization and administrative importance but which, at the present time, the county can not care for properly because of lack of sufficient funds.
2. "Motor ways" or new roads of higher standard which will open up big interior regions now inaccessible.
3. Other roads for fire control, or administration which will yield results that will justify the cost of construction and maintenance.
4. Roads for the utilization of economic forest resources such as timber and range.
5. Roads for the utilization of nonrevenue-producing forest resources of an economic nature and roads for the utilization of revenue-producing forest recreational resources.

6. Other roads primarily for the utilization of nonrevenue-producing forest resources such as hunting, fishing, and camping. Roads of this character should ordinarily be built from the forest highway fund.

USE OF SPECIFIC ROAD FUNDS

The 10 per cent fund will ordinarily be used on forest development roads and trails, but legally may also be expended on forest highways. Instances where the latter use will be acceptable are roads where the public need is immediate, but the amount of use or the service to be rendered is so much less than on other forest highways that its approval from forest highway fund will be comparatively remote. Very meritorious border line projects warranting early attention and not already of the forest highway class ordinarily should be financed from the 10 per cent fund.

The forest highway fund will be used only on roads which the Secretary has designated as forest highways.

With one exception the forest development fund will be used only on trails and on roads which have been designated by the Forester as a part of the forest development system. The exception is that specified in principle 14. Roads proposed for construction between county seats and between selected communities which will serve the public primarily will ordinarily be designated forest highways and should not be financed from the forest development fund. In some instances a road of this kind will have sufficient value to administration, development of resources, or fire control to justify its designation as a forest development road.

Since some roads "necessary for the use and development of resources upon which communities within and adjacent to the national forests" will classify as forest highways and others as forest development roads, the section 8 fund is not restricted to either system. No recommendation for authorization of expenditure from the section 8 fund will be made by the district forester until he has checked against the balance of authorized expenditures in the county or counties in which the project is located.

APPROVAL OF PROJECTS AND AUTHORIZATION OF EXPENDITURE

The recommended program should represent the consideration of many rather than of one or two individuals and should be based on consideration of all needs requiring transportation service. Thorough coordination should be secured. The opinions of the supervisors should be secured. The district forester, assisted by the chiefs of all district offices, should consider all the projects recommended by the supervisors and also those which have been favorably recommended by others.

The power of approving minor projects and authorizing expenditures lies with the district forester, except where the project is to be financed in whole or in part from the forest highway fund. In such cases the approval of the Secretary is required. The Forester will approve major projects and authorize expenditure where these are to be financed solely from the 10 per cent fund. In all other cases of major projects the Secretary will decide. Where expenditure from the forest highway fund is proposed recommendations by both the Forest Service and the Bureau of Public Roads are required.

The procedure to be followed in formulating a program requiring expenditure from the forest highway fund is given in regulation 4, sections 2 to 5, of the regulations for that fund. In this cooperative process of selection, the State highway department is recognized as the advisory and coordinating body on public roads of the State, county, and community class. The Bureau of Public Roads is the representative of the Secretary of Agriculture in negotiations with the State highway department and in considering the merit of all projects received from the State highway department with favorable or adverse recommendation. The Forest Service is the representative of the Department of Agriculture as the agency responsible for the administration, protection, and development of the national forests in all their phases. Its position is that of the trustee for public property, responsible for the property itself and for close coordination between the public and private interests, dependent upon or closely associated with the public property. The initiation of such projects is with the State highway department and the Forest Service. The district forester is authorized to consider and recommend not only those projects for which applications have been filed with the State highway department but also projects proposed by the Forest Service or other agencies which come within the requirements of the law and regulations for the forest highway fund.

In submitting to the Forester a recommendation for the approval of a project, the district forester will send data on project lengths and termini, estimated costs, basis of estimate, and recommended authorizations from specific forest road funds and cooperative funds. If not already furnished, the district forester will also submit for each project sufficient information to enable the Forester thoroughly to understand its merits and the work proposed. For projects to be financed in whole or in part from the forest highway fund, the district forester will also send directly to the Forester a copy of the joint report addressed to the Forester and the chief of bureau and also a copy of the supplemental statement signed by him and the bureau district engineer. This report will show clearly for which projects and to what extent the two are in complete agreement. By additional recommendations, the district forester will indicate projects or authorized expenditures which he advocates and which are not concurred in by the bureau district engineer.

If the Secretary's approval is required, the Forester will prepare the letter of recommendation. This will be accompanied by a tabulation listing the projects and authorizations previously approved and those recommended for approval with classification as major or minor. Where expenditure from the forest highway fund is proposed, a letter to the Secretary will be prepared for the signature of both the Forester and Chief of the Bureau of Public Roads. The Forester will inform the district forester and the Washington office of the Bureau of Public Roads of the Secretary's action.^b

As a general rule, the original recommendation to the Secretary will provide only for survey, plans, and estimates, the recommendation for construction following the completion of the plans and estimates as in the procedure for the forest highway fund. Departure from this rule must be made whenever no cooperation will be provided for the surveys, plans, and estimates, and such cooperation is a requirement of law, regulations, or policy.

Annually, in accordance with the policy for administering the minor road work, there will be selected from the progress record a list of minor projects approved by the district forester for reconnaissance survey or construction and maintenance during the coming fiscal year. The district forester should be fully prepared to present reasons for the approval of new projects, for not following standard specifications, and reasons governing the maintenance plan. The relative merits of individual projects and the grade of work done may be checked by inspection and investigation on the ground by members of the Washington office.^a

SUPERVISION

By regulation 1, section 11, of the regulations for the forest highway and forest development funds the work to be handled is divided between "major work" and "minor work." Projects financed from the forest road development fund but expended on forest highways under principle 14 may be approved as minor when the estimated average cost per mile is \$5,00 or less. If agreed

^a Amdt. No. 21, effective Jan. 1, 1927. (41-E) ^b Amdt. No. 76, effective Jan. 1, 1928.

to by the Bureau of Public Roads and approved by the Secretary, survey and construction work financed from the section 8 or forest highway fund or which would otherwise be classified as major work may be handled as minor work.^a

The 10 per cent fund is not controlled by regulation 1, section 11, above referred to, and the extent to which this regulation will be applied to individual projects will be administratively decided by the district forester. Cases where the district forester is in doubt should be referred to the forester for consideration. Work should not be approved as minor if it is of a character that requires the services of a technical highway engineering organization. Work covering major or minor betterments or construction work obviously minor in character may be handled as minor, regardless of the estimated cost per mile, although \$5,000 will usually be the outside limit, which should be exceeded only when the justification for handling as minor is very clear. The ordinary cost per mile will probably be considerably less than \$5,000.

The decision as to whether a project requires the technical services of a highway engineering organization will be made by the district forester, after consulting with his district engineer and the district engineer of the Bureau of Public Roads and receiving their suggestions.

Except where otherwise specified in these "Instructions," the chief engineer and the district engineer of the Forest Service acting under general or specific instruction from the Forester and district forester, respectively, will be responsible for the handling for the Forest Service of the road work as a whole, including advice and recommendations on matters of engineering and of administration, financial, and construction policy, the preparation of recommendations to and statistics and data for reports of the service and for the Secretary, the Budget Bureau, and Congress, and the preparation of the maps, records, and other reports and studies. The Bureau of Public Roads should be requested to furnish necessary data and information which is available to it but not to the engineering branch^a of the Forest Service. The branch of operation will furnish the branch of engineering with such data in its possession as is required for the latter to discharge its responsibilities. Finance and accounts will be responsible for the fiscal records for the appropriations as a whole and for individual forests and projects, except major projects. The office will furnish these fiscal data to engineering to be used by it in the preparation of administration reports of expenditures and balances.

MAJOR WORK ^a

Approved survey and construction work on the major projects will be done by or under the supervision of the Bureau of Public Roads. Unless otherwise specified by agreement the maintenance of all forest highways and projects constructed from section 8 funds will be performed by or under the supervision of the Bureau of Public Roads. The maintenance of all forest development roads will be done by or under the supervision of the Forest Service.

The chief engineer and the district engineer, acting under general or specific instructions from the Forester and district forester, respectively, will represent the Forest Service in negotiations with the Bureau of Public Roads, the States, and other cooperating parties, and will supervise and direct the work to be done by the Forest Service.

MINOR WORK^a

The branch of operation will have the following responsibilities:

1. Development of the minor road systems.
2. Selection of projects to make up the annual program.
3. Decision on classification of projects as to duty.

In all this work it is desired that there be thorough coordination with the other branches and a joint consideration of programs. Engineering will be able to assist through its knowledge of the public requirements and the plans for the public highway system. After the classification is made, the decision on specifications and the actual supervision of the work should be handled by engineering.

^a Amdt. No. 22, effective Jan. 1, 1927. (42-E)

The office of engineering will make surveys of projects to be constructed by the forests on all but simple jobs and will supervise and inspect all work. On minor jobs where for any reason the forest organization should be relieved of the responsibility for survey or construction engineering will conduct or supervise the work. Superintendents of construction may be in charge of individual projects but preferably should direct several projects in the same or nearby forests. In some cases, especially simple jobs, a skilled foreman will be adequate.

The Forester's circular letter of April 1, 1926, provides for the transfer of staff responsibility in Washington from operation to engineering and that the district forester will retain full latitude of assignment of minor road work as between operation and engineering with the understanding that the gradual assumption of this work by engineering is favored and that steps in that direction should be taken when the district forester is prepared to do so. The above is drafted as if the change in organization from operation to engineering has been made. To the extent not made in any district, engineering as used will be interpreted to mean operation.

APPLICATIONS

FORM AND METHOD OF FILING

The State, county, individual, association, or other agency desiring assistance from the forest road funds or road work done by or with the aid of the Forest Service, should be requested to file an application with the district forester. To the extent applicable or necessary each such application should comply with (b), (c), and (d) of regulation 3, section 2, of the regulations for the section 8 fund. Applications for aid from the section 8 fund are required by law and should conform to the requirements of regulation 3, section 2. A copy of each such application should be sent to the Forester.

Each applicant for aid from the forest highway fund or for assistance on any forest highway should be informed of the requirements of regulation 4, sections 2 and 3, of the regulations for the forest highway fund and should be advised to file an application with the State highway department.

INVESTIGATIONS

All projects for which applications are filed with the district forester should be investigated sufficiently to determine the merit and relative importance. No project involving reconstruction or the improvement of an existing road should be recommended for approval as a major project until a condition survey has been made and the district engineer or qualified assistant has determined by field inspection the location, amount, and character of work which is needed and the expenditure which is justified. Each such application should be brought up for consideration at the next joint program meeting with the State and Bureau of Public Roads and the applicant advised of the action taken at the meeting.

REPORT ON SECTION 8 APPLICATIONS

Annually, until the section 8 fund has been exhausted and not later than January 5, the district forester should prepare and send to the Forester, for presentation to the Secretary, a tabulation by States showing all of the projects for which section 8 applications have been filed and designating those received during the preceding calendar year. The report should show the location of each project by forest and county, the applicant, amount desired, work to be done, and the action previously taken or then recommended. For each project previously not approved or rejected, a brief administrative report will be sent to the Secretary. The district forester will prepare those reports not previously prepared and will supply the Forester with corrective or additional data where previous reports are inaccurate or not up to date. The Forester will advise the district forester of the action taken by the Secretary.^a

^a Amdt. No. 23, effective Jan. 1, 1927.

BUREAU OF PUBLIC ROADS RECOMMENDATIONS

The district engineer of the Bureau of Public Roads will furnish the district forester with a copy of his recommendations on all applications received from the State highway department for aid from the forest highway fund. (Reg. 4, sec. 3.)

COOPERATIVE AGREEMENTS

WHEN REQUIRED

Cooperative agreements will be entered into for all projects which involve financial contributions to surveys, construction, or maintenance and will be approved prior to beginning survey or construction, as the case may be.

The maximum obligation of the department will always be definitely specified in the agreement and will not exceed the maximum authorized for the project. For each forest road fund, the total of all obligations will not exceed the total available for expenditure or authorized for obligation.

NEGOTIATIONS BY BUREAU OF PUBLIC ROADS

Whenever the expenditure of forest highway funds has been approved on a programmed forest highway in class 1 or 2 under regulation 3, section 2, of the regulations for the forest highway and forest development funds, the agreement will be negotiated by the Bureau of Public Roads in accordance with the requirements of regulation 5, sections 1 and 2. If the district forester concurs in the agreement in the form to be presented to the State for execution, he will so indicate on the agreement. The district forester should request the bureau district engineer to submit to him changes desired by the State in matters of financial cooperation and maintenance prior to execution by the State. Before sending the agreement to the secretary for execution, the Chief of the Bureau of Public Roads will send it to the Forester for his concurrence. After execution, the Forester will be furnished with a copy.

NEGOTIATIONS BY FOREST SERVICE

All other agreements will be negotiated by the district forester. Reference is made to regulation 5 of the section 8 regulations and to regulation 5, sections 1 and 3 of the regulations for the forest highway and forest development funds. Negotiations for major projects will not be started until after consultation with and obtaining the advice of the district engineer of the Bureau of Public Roads, as to technical and financial features.

The detailed provisions of agreements involving section 8 money, but no forest highway money, will be those agreed upon by the Forest Service, the Bureau of Public Roads, and the local authority. The detailed provisions of all other agreements negotiated by the Forest Service will be those agreed upon by the Forest Service and the cooperating agency. All such agreements for major projects will be based upon survey estimates made by or satisfactory to the district engineer of the Bureau of Public Roads.

All agreements negotiated by the Forest Service should follow the standard outline prescribed by the Forester, making such changes as are necessary to fit the existing conditions. The agreement submitted to the local authority for execution will be of a form approved by the district assistant to the solicitor. His approval of the execution should also be secured before the agreement is sent to the Forester. If the regulations require a consultation with the district engineer of the Bureau of Public Roads or his concurrence in the detailed provisions of the agreement, a signed copy of his recommendations should be attached to the cooperative agreement. Six copies of the agreement should be prepared for final disposition as follows: Cooperator, Forester, district forester, supervisor, Chief of Bureau of Public Roads, and district engineer of Bureau of Public Roads. When the agreement is ready for the consideration of the Forester and for execution by the Secretary, the district forester will send to the Forester the two executed and two other copies.

In sending to the secretary an agreement for a project to be financed in whole or in part from the forest highway fund, this will be forwarded through the

Chief of the Bureau of Public Roads for his concurrence. All agreements will be sent through the solicitor's office. The Forester will advise the regional forester of the action taken by the Secretary in each case and send him the two executed copies. The Forester will also advise and send a copy to the Chief of Bureau of Public Roads.

Supplementary agreements should be handled in the same way as the original agreement and should be simple and concise. This is usually possible since a change has to be made of only a few sections of the original agreement. Supplementary agreements are usually necessary only when the arrangements established by the original agreement are materially modified. The original cooperative agreement authorizes certain changes by mutual understanding between the Forest Service, Bureau of Public Roads, and local authority. These should be recorded by an exchange of correspondence.

Agreements for minor projects will be prepared for execution by the regional forester and the cooperating agency and will be based upon a location survey, engineering investigation, or reconnaissance satisfactory to the regional engineer. If execution by the Forester or Secretary is necessary usually because the agreement is in effect a construction contract also, the regional forester should forward to the Forester the two executed copies and one carbon. After final action has been taken the former will be returned.

CONSTRUCTION

AUTHORIZATION FOR SURVEY

The programming by the Secretary under the regulations for the forest highway and forest road development funds automatically authorizes the making of a location survey, plans, and estimates. When location surveys on other projects are to be made, these will not be started until the cooperative agreement for such survey has been entered into or definite approval has been given, if no agreement is necessary.

The character of surveys made by the Forest Service should be based largely on the character and amount of present and future use of road and the permanency of road location, in whole or in part. (See "Policy.")

AUTHORIZATION FOR CONSTRUCTION

Unless waiver is made by the Forester and Chief of Bureau of Public Roads construction work on a major project financed from the forest highway fund will not be authorized or undertaken until a location survey and cost estimate has been made. Approval for minor construction work will be withheld until dependable estimates have been prepared, based upon a thorough reconnaissance or actual survey and a definite plan of construction. In no case will construction work be started or obligations incurred until definite approval for construction and the authorization of expenditure has been given. No minor construction and reconstruction jobs and no extensive maintenance of roads in bad state of repair will be started until definite written specifications on Form MR-1 and on necessary supplemental sheets have been prepared.

The "programming" of a project or its approval for survey, plans and estimates does not guarantee its construction. For major forest highway and forest development projects to be financed in whole or in part from the forest highway and forest road development funds, the designation as a "construction project" is as definite an action as its programming. The necessary action is set forth in regulations 5 and 6 for those funds.

By delegation of authority given by regulation 6, section 4, the regional forester and the regional engineer of the Bureau of Public Roads are authorized to designate a project as a construction project, (a) whenever action by the Secretary or by the Forester and Chief of Bureau of Public Roads is not required; (b) when the estimated total cost does not exceed the total approved for expenditure on the project, if such maximum has been specified; (c) if any necessary increase in allotment can be obtained either from some approved construction project without preventing the carrying out of approved plans for such project

or from the construction contingent provided this decrease will not make the contingent of insufficient size for the approved programmed and construction projects.^a Any portion of the unallotted balance in the construction allotment will not be obligated by the regional forester and the regional engineer without authorization from the Forester and the chief of bureau or from the Secretary, as the circumstances may require. The Secretary's approval is required when the estimated cost from Federal road funds exceeds by more than 25 per cent the expenditure authorized in the approved program and when there is substantial deviation between the programmed project and that recommended for construction. The 25 per cent limitation will not be nullified by substituting a portion of the project for the whole; the cost of any portion considered in the field for approval will not exceed by more than 25 per cent the authorized expenditure on that portion as programmed.

Construction authorization letters should be prepared in every case of increase or decrease in the amount of construction authorization for a major project, regardless of funds. This includes major projects financed from the forest highway fund when a change in the amount previously authorized is made by the Bureau of Public Roads under the 10 per cent project interchange proviso and by the two bureaus under the 25 per cent interchange proviso. The regional forester will promptly send to the Forester a copy of each authorization letter.

ADVERTISEMENT FOR CONTRACTORS' PROPOSALS

In no case should the project be advertised prior to definite agreement having been reached by the two bureaus as to financial cooperation and maintenance and unless it is well known that the local authority will execute the proposed cooperative agreement. Advertisement prior to the final execution of the cooperative agreement by both parties should be the exception rather than the rule. Cases falling in either of the following two classes may be considered as justifying advertising before the project is definitely approved as a construction project: (1) When the project has been given conditional approval as a construction project, the condition being that a certain amount or percentage of cooperation will be assured and the cooperating agency requires definite information of the exact extent of its obligations before signing the cooperative agreement. (2) When the state of the labor market indicates large savings in construction costs will result from early advertisement.

If this action is taken, it should be made clearly evident to the bidders, the cooperator and all others concerned that the act of advertising does not guarantee the construction of the project and the cooperative agreement must be executed before the contract is awarded. The regional forester will not concur in any recommendation for award of contract unless the project has been approved as a construction project, the agreement signed, and any other necessary preliminaries completed.

APPROVAL OF STANDARDS AND OTHER DETAILED PROVISIONS ^a

The standard of construction for all minor roads will be that agreed upon by the Forest Service and the cooperator. On major 10 per cent, forest development roads and on all forest highways of class 3 of regulation 3, section 2, of the regulations for the forest highway fund, the plans, specifications, and other detailed provisions will be approved by the Forest Service and the cooperating agency, after obtaining the advice and recommendations of the regional engineer of the Bureau of Public Roads. The plans and specifications for forest highways, classes 1 and 2, when financed in whole or in part from the forest highway fund, will be decided by the Bureau of Public Roads and the State highway department. Roads on the State highway system will be built to the standard that the State would select for its own work in the same or similar location and where the financial, traffic, and other conditions affecting standard and the amount of expenditure are similar.

^a Amdt. No. 266, effective Aug. 1, 1930.

Whenever on major projects the Forest Service is to approve or participate in the approval of standards, location, or similar matters, decisions should be made before the survey is started. Consideration will again be given when the plans and estimates are completed. In reviewing the plans, the regional forester should ascertain whether the provisions of the agreement relative to standards of construction, termini, etc., have been carried out, and also whether the location and design are satisfactory. Frequently field inspection will be advisable. If approval is not given, the regional forester should request the district engineer to make the necessary changes in the survey, plans, and estimates to agree with the decision reached. When approved the Bureau of Public Roads should be requested by the regional forester to send one copy of the plans and estimates to the local authority and two copies to the regional forester. One of these will be sent to the supervisor.

METHOD OF HANDLING

The construction of major projects will ordinarily be handled by contract and minor projects by day labor. Under section 23 of the Federal highway act, it is permissible to enter into contract with the State highway department or a county. Section 23 of the Federal highway act places limitations on handling major projects by day labor. The contracting of minor projects will not be undertaken without the specific approval of the Forester.

The survey and construction of cooperative roads will be carried out by the local authority in accordance with the cooperative agreement. This work will be done under the supervision of the Federal bureau which is to supervise the national forest part of the project.

Among the reasons for minor road and trail work being handled by the Forest Service are (1) the value to the service of correlating such work with fire-control work by making construction crews available for fire-suppression purposes, (2) the possibility of doing this work very largely under the supervision of forest officers. The work will be organized in accordance with these principles.^a

While priority of construction approval should be given to projects in the first priority and to those which are urgently needed, nevertheless to the fullest practicable extent seasonal work should be so arranged that road construction and maintenance crews are in the hazardous areas during the season of greatest risk.^a

ACTION DURING CONSTRUCTION

The regional forester should request the bureau district engineer to provide him at monthly intervals, with a copy of their monthly progress report, showing the progress of all major forest road projects.^b The regional forester will review these reports carefully to keep thoroughly posted on accomplishments and progress and on the relation between estimated and actual costs.

If the estimated cost, including the cost of construction, engineering, and survey, is in excess of the amount provided by an agreement negotiated by the Forest Service, the regional forester will confer with the local authority as to the advisability of abandoning the project or of continuing the work with a decrease in the length of the project, a reduction in the type of construction or providing additional funds.

During the construction of major forest highways, the regional forester will make only such inspections as are necessary to keep informed of the developments which concern the administrative responsibility of the Forest Service. The exercise of proper control over the fire hazard and the preservation of the natural attractions along the roads are particular obligations of the Forest Service.

The contractor may secure, from the forest supervisor under free administrative use permit, timber cut from the right of way, when through Government land, for drainage or other structures and for camp use. In the event that

^a Amdt. No. 24, effective Jan. 1, 1927.

^b Amdt. No. 267, effective Aug. 1, 1930.

timber for these purposes is not available on the right of way, the contractor may secure the necessary timber, if available, under free administrative use permit, from such national forest area or areas as the forest supervisor shall designate. Conditions covering the cutting and removal of timber and the disposal of brush and refuse will be contained in each administrative use permit.

During the progress of minor work sufficient inspection from an administrative and engineering standpoint should be made to make sure that the work is being handled efficiently, economically, and expeditiously.

ACCEPTANCE OF COMPLETED PROJECTS

Upon notification by the Bureau of Public Roads that construction work on a forest highway, class 1 or 2, is done, the regional forester will have an investigation made of the clearing and disposal of refuse. On other major projects and following similar notification, the regional forester will also determine by field investigations whether the job has been completed in accordance with the approved plans and specifications. This inspection should preferably be made in company with the cooperating agency. The regional forester will inform the bureau regional engineer of his findings. The job will not be accepted as complete until the approval of the regional forester to these matters has been specifically given.

REPORTS ON COMPLETED PROJECTS

Following the completion of a major project, a report is made by the Bureau of Public Roads summarizing the various project features and the cost of the survey and construction operations. The regional forester should request the bureau district engineer to supply him with two copies of this report; one of these will be sent to the Forester.

The local authority should maintain an accurate record of the work done on cooperative sections of the project and upon completion thereof furnish a detailed report to the Federal bureau supervising the work and to the supervisor.

MAINTENANCE ^a

DEFINITIONS OF CONSTRUCTION, BETTERMENT, AND MAINTENANCE

Construction.—All activities and work which have as the object providing a road (1) where no road previously existed, (2) where a relocation of an existing road is the main objective, practically providing a new road on different location than the one it superseded.

Betterment.—All activities and work on or practically on the original location and which have as the object raising the standard of the section worked on.

Maintenance.—All activities and work necessary to keep a road up to the last standard attained by construction or betterment work.

Examples of Betterment.

Installation of culvert where no culvert previously existed; replacement of culvert with one of higher standard; widening of road; reducing per cent of gradient; increasing length of sustained gradient; straightening alignment; increasing radius of curvature, putting on for first time, artificial surfacing of crushed rock, gravel, etc.; widening of clearing.

Examples of Maintenance Work.

General.—Clearing of ditches; removal of slides and slide rock; removal of brush and fallen trees; where water bars have been provided, removal in spring and rebuilding in fall; repair and repainting of signs; replacement of wornout signs with others of similar life and cost.

Culverts.—Opening up culverts; clearing inlets and outlets of debris; repair of head walls, repairing or replacing culverts with culverts of similar standard, life, capacity, materials.

^a Amdt. No. 268, effective Aug. 1, 1930.

Surface.—Smoothing out ruts, restoration of original surface; reshaping to conform to standard cross sections; filling holes or pockets in the roadbed, adding material where needed to compensate for losses due to wear, erosion or wind; dragging whenever rutting condition requires smoothing to get back the original surface.

Bridges and similar structures.—Keeping to standard to which constructed except for unavoidable depreciation; replacement with structures of the same standard—capacity, life and service; repair of walk and cribbing; tightening bolts; repainting, recreosoting.

WORK TO BE DONE

Definite arrangements for continuous maintenance will be made before approving the construction of a project. Arrangement should be made for the proper maintenance of all roads on the forest road system that are of satisfactory type and also those existing forest roads of unsatisfactory type which, pending the time when reconstruction or improvement is possible, are necessary to forest administration, protection, or utilization, or essential to public travel.

FINANCING

During the two years following the completion of construction of forest highways, necessary maintenance work will be considered a part of the construction. If cooperation is not offered and if not required to satisfy the requirements of law or regulations, the entire cost will be borne by the forest road funds. If cooperation is offered or required, it will be accepted. Following the end of the two-year period, it will be expected that the local authority will assume the entire burden of maintenance. The period of Federal financing of maintenance can be extended over the entire period of construction and two years thereafter where the construction of a large project is undertaken in successive units and these units after completion are not open to and used by public travel. Where the individual sections are used by public travel the local authority should assume the maintenance burden two years after the contract work of each section is completed. When deemed advantageous, maintenance should be turned over to the States before the expiration of the two-year period.^a

This policy does not apply to projects previously constructed from Federal road funds or by other agencies. It also does not apply to projects approved for construction where different requirements were made by cooperative agreement. The maintenance at Federal expense of such forest highways will not be undertaken except with the Forester's approval. In only exceptional cases will participation in extraordinary repairs and maintenance be approved.

On forest development roads where the travel is comparatively heavy and the service to private property is great, the local authority is expected to bear a part and usually the entire cost of maintenance. Where the road is very lightly traveled or the perpetuation of the road in good condition is essential to the administration, protection, or development of the forest, the entire maintenance cost may be paid from the forest road funds.

PLANNING OF ANNUAL MAINTENANCE WORK

Annually before the beginning of each field season, a complete review should be made of the forest maps "A" and the "Maintenance record," and the amount, location, and cost of work to be done summarized. Those projects which by arrangement or agreement will be maintained by the State, county, or other non-Federal agency need not be considered further except to plan for necessary inspection. A summation should be made of required expenditures from forest road funds and after comparing these with available amounts, decision will be made on the work to be done and the amount to be expended on each project. For work to be done by the Forest Service both from Federal and cooperative funds, careful consideration shall be given to (1) time to be done, (2) method of handling, (3) size and character of crew, (4) necessary equipment. All arrangements should be completed well in advance of the beginning of the field season.^a

SUPERVISION AND HANDLING OF WORK

Unless otherwise provided by cooperative agreement or by other arrangement, the Bureau of Public Roads will handle the maintenance of all forest highways and other roads financed from section 8 money exclusively; the maintenance of all other road and all trail projects will be done by the Forest Service.

Maintenance work may be delegated to the local authority for execution if it is equipped for such work and will handle it efficiently and economically. For work under Forest Service supervision, specifications for the job should be prepared by the supervisor and submitted to the district forester for review. The district engineer should prepare such general specifications or instructions covering the handling of maintenance work as will be of assistance in planning for or handling specific jobs.

INSPECTIONS

Inspections should be made of all minor roads and all other roads for which the Forest Service is responsible for upkeep to see that the expenditure is efficiently and wisely made and that the road is being satisfactorily maintained. If roads to be maintained by the local authorities under arrangement or agree-

^a Amdt. No. 26, effective Jan. 1, 1927.

ment with the Department of Agriculture are found by inspections, condition surveys, or otherwise to be unsatisfactorily maintained, the matter should be called to the attention of the responsible agency.

ADVERTISEMENTS, PROPOSALS, AND CONTRACTS

LEGAL REQUIREMENTS

Competitive bids will be requested for projects estimated to cost more than \$5,000 per mile and to be financed in whole or in part from the forest highway or forest development fund. Such work will be handled by contract except under the conditions specified in section 23 of the Federal highway act.

MAJOR PROJECTS

On major projects, proposals, advertisements, and other matters relative to letting by contract will be handled by the Bureau of Public Roads. After all preliminaries have been completed and the project has been designated as a construction project (see under "Construction"), the project is advertised. When the bids have been received, the district engineer sends to the district forester a statement of the bids received, the estimated total cost, and a financial statement showing authorized expenditures, expenditures previously made, and the relation of unexpended balance to amount required. He also informs the district forester of the action which he intends to recommend. If the preliminaries to beginning construction have not been completed to the satisfaction of the district forester, he will not concur in the award of contract and will inform the Forester and the district engineer of the Bureau of Public Roads of the reason for his nonconcurrence. If the preliminaries have been satisfactorily completed and the district forester concurs in the proposed award, he will inform the district engineer, who advises the chief of the bureau by wire or letter. If the district forester does not concur, he will inform the district engineer and the Forester promptly, state the reason for nonconcurrence, and present his recommendations.

The Chief of the Bureau of Public Roads requests the Forester's concurrence in the award before forwarding the papers to the Secretary and advises him of the Secretary's action. The recommendation for execution of contract is forwarded to the Secretary through the Forester's office.

MINOR PROJECTS

Where minor work is to be let to contract, the regular procedure of the Forest Service for advertising, recommendation, and award of contract will be followed.

RIGHT OF WAY

BY WHOM SECURED

The Bureau of Public Roads will be responsible for getting necessary rights of way on major projects and the Forest Service on minor projects. The district forester may undertake such work on major projects when requested by the Bureau of Public Roads and it appears that the Forest Service, usually through the forest supervisor, can handle this work more satisfactorily as to cost or time. In some States, the laws or the regulations of the highway commission require that the county secure all rights of way.

All arrangements for rights of way on minor projects will be entirely completed before the project is definitely approved for construction or any work started.

PAYMENT

It will be expected that the rights of way will be provided by the local authority. Only in exceptional cases and where the action is clearly justified will forest road funds be used for securing rights of way.

TIME OF SECURING FOR MINOR ROADS

While surveying minor work, the chief of party should secure all ties and other information necessary to accurate plotting of property lines. Where the final location of the center line is well established, he frequently will be able to secure the desired rights of way or get options during the survey period.

APPORTIONMENTS ^a

10 PER CENT FUND

The apportionment to a State for any year will be 10 per cent of the receipts for the preceding year from the national forests of the State. If a forest is in two States, the receipts will be allocated in proportion to the forest area, as determined from Form 446b. This report should be submitted by the regional forester promptly after the close of the fiscal year in order that the Forester may compute the acreage receipts and the amount of the 10 per cent appropriation for each State. After approval of this computation by the General Land Office the Treasury Department will be requested to issue a warrant authorizing expenditure of the appropriation. Due to time required for these preliminaries, the new appropriation will seldom be available for expenditure prior to the following September 1. Liabilities, however, may be incurred beginning with July 1.

When expenditure has been authorized by the Treasury Department the Forester will set up to the credit of the regional forester the entire apportionment to the States within his region. Usually the State apportionment to States within two forest regions will be divided on the basis of the receipts from the two regions. The exceptions to this rule will ordinarily be where practically all of the forest area is within one forest region.

FOREST HIGHWAY FUND

Regulation 2, sections 1 and 2, contain the instructions for computing the State apportionments and getting these approved by the Secretary.

This action will be taken by the Forester before the January 1 next preceding the commencement of each fiscal year.^a

The data on areas will ordinarily be those for the preceding June 30. The value of land will be determined by the chiefs of the branches of forest management, range management, and lands.

The apportionment to States in two forest regions will be based upon the approval of specific projects by the Forester after receiving the recommendations of the regional foresters concerned. For a period of years the apportionment to each region will approximate the amount which it would receive from a division based upon the relative areas and values.

Since the entire appropriation is allocated to States, every expenditure must be charged to the apportionment to some State.

FOREST ROAD DEVELOPMENT FUND ^b

Regulation 2, section 3, shows the basis of apportionment by States and the procedure for computation and securing the Secretary's approval. From the total available for apportionment, an amount will be set aside sufficient to finance maintenance needs on its merit. Next consideration will be given to the need for utilization, development, and administration on such basis as local circumstances may warrant; a percentage of the annual appropriation will annually be set aside for constructing roads of this class. The remainder in the appropriation will be allocated to protection on a basis that will take into account in a balanced manner the protection needs on all national forests.

^a Amdt. No. 269, effective Aug. 1, 1930.

^b Amdt. No. 28, effective Jan. 1, 1927.

When the appropriation becomes available for expenditure, the Forester will set up to the credit of the regional forester the amounts allocated to his region.

Since the entire appropriation is apportioned to States, every expenditure from this fund must be charged to the apportionment to some State.

ALLOTMENTS

GENERAL REQUIREMENTS

The total allotments to any project will not exceed the amount authorized. The amount obligated for any project will be kept within the amount authorized for expenditure. Allotments to individual projects will be from only one road fund, except where circumstances make this decidedly impracticable.

DESCRIPTION OF PROJECTS

Allotments will clearly indicate whether the approved work is for survey, construction, maintenance, or overhead. Miscellaneous expense will be used for all overhead administrative expenses of the Forest Service, including that of the Forester's and regional office; specific overhead on individual projects will ordinarily be charged to the project allotment. "Administration B. P. R." is the corresponding name of the Bureau of Public Roads' project. The allotment to equipment will be used for the purchase or other cost of equipment not required for use on specific approved construction or maintenance jobs and where it would not be proper or convenient to charge the entire cost to the individual project allotments.

MINOR PROJECTS

Allotments to minor projects will ordinarily be set up to the credit of the forest supervisor. Usually allotments will be made to specific construction and maintenance projects, but at times the allotment may cover similar work on several projects in the same forest.

MAJOR PROJECTS

Lump-sum allotments for major projects will be made quarterly by the Forester to the fiscal agents in accordance with Bureau of Public Roads estimated expenditure requirements on programmed work and available for disbursement on any programmed project.

Allotments for minor projects included in the approved programs will be made to the regional foresters as required.

TEN PER CENT FUND

From the total allotted to each State in his region the regional forester will make allotments to individual projects. Any unexpended balance on major projects remaining after completion of work on any project will be transferred to the State contingent. Major projects will not be abandoned except with the approval of the Forester.

FOREST HIGHWAY FUND

Ten per cent of the State apportionment is available for administration and equipment. This 10 per cent includes the amount retained in the Washington office for miscellaneous expenses of the Forest Service and the administration of the Bureau of Public Roads.

Following each appropriation a budget will be prepared by the bureau for Bureau of Public Roads districts showing (1) the estimated administrative expenditures and (2) the estimated expenditures by States (and for portions of States within two Forest Service districts) for each major project on the authorization program. The statement will take into account all unexpended balances from earlier appropriations and such portion of the current appropriation estimated to be required for expenditure during the periods for which the appropriations are made (usually terminating June 30 and December 31). A similar budget will be prepared by the Forest Service for administrative expenses by Forest Service districts and for minor work by Forest Service regions and States. Upon approval of the bureau chiefs, the separate budgets will be combined into one for the entire forest highway fund, either in the original form or as revised by joint agreement. The total available cash will not be budgeted, sufficient reserve being held in Washington for emergencies. After the combined budget is completed, transfers of money between districts and States, to the extent legally permissible, may be made as required to carry out the authorization program to the best advantage. Such transfers will be effected by the bureau for major work and bureau administration and by the Forest Service for minor work and Forest Service administration. Projects approved by the Secretary for construction following completion of the original budget will be added to the file copy thereof of each bureau.

Each bureau shall be exclusively responsible for keeping expenditures within their respective allotments. Overdraft by one bureau shall impose no obligation on the other bureau. However, unobligated and unrequired balances may be rendered available for transfer upon approval of the bureau chief concerned.

Expenditure for administration Bureau of Public Roads will be distributed by States at close of fiscal year on the basis of estimated cost of administrative work for each State, provided State 10 per cent fund is not exceeded. Balances remaining in the 10 per cent administration and equipment fund at the beginning of the fiscal year over and above the amount called for by the budget, and unexpended balances remaining in the authorization at the close of the fiscal year, will be transferred to region construction fund until and if required for future administration and equipment purposes.

Equipment which will be practically consumed in a project will be paid for from project funds. Costly items of a durable character will be purchased from equipment, a suballotment of administration and equipment, and cost distributed between States as equitably as possible. Balances remaining at the close of the fiscal year in the equipment account will be transferred to State construction funds until and if required for future administration and equipment purposes.

The Chief of the Bureau of Public Roads will authorize definite amounts by allotments for operating and maintaining each of the equipment depots, on the basis of approved budget estimates and work plans, against which authorizations payments will be charged currently. The moneys so authorized for expenditure will be a part of the project construction authorizations and to that extent will temporarily appear as a duplication on the Bureau of Public Roads accounting records. The amounts designated from the different appropriations for equipment by the Washington office of the Bureau of Public Roads should be checked up by the regional engineer of the bureau occasionally on the basis of the returns of equipment used by projects and, if need be, recommended for revision by him. On June 30, and oftener, if desired, the exact net disbursements for upkeep and maintenance of the equipment will be distributed by appropriations to projects having used depot equipment, the distribution under each appropriation and State being computed on the basis

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of the equipment earnings of the particular projects involved. The disbursements so distributed will be taken up as project expenditures, and charged against project authorizations, which will have the effect of closing out the depot accounts annually or oftener. The cost of equipment used strictly for administrative purposes should not be included in the depot account, but should be charged to the administrative part of the administration and equipment fund. Repayments incident to the loan of the equipment will be credited to this account as made.

Beginning June 30, 1925, no equipment rental account will be maintained and the balances will be returned to the appropriations from which they were transferred and will be available for reallocation to construction projects under the rules and regulations governing the fund.

After construction has been commenced the project interchange proviso of the regulations is operative. No transfer will be made which will prevent carrying out the approved construction operations for the fiscal year. The regional engineer will promptly notify the regional forester of all changes made by him in the construction authorizations, where by regulations the concurrence of the regional forester is not required.

The regional forester will keep an accurate record of all apportionments, allotments, transfers, and balances. In order that both the Forest Service and the Bureau of Public Roads may have a complete and current record, notices of all allotments, transfers, or reductions of authorizations or cash made by either bureau will be promptly furnished to the other bureau.

The card records will clearly distinguish between the amount authorized for expenditure and that not authorized and for the former show which bureau has authority to expend. The amounts set up for the Bureau of Public Roads will comprise only amounts authorized for expenditure by it. The amounts set up for the Forest Service will consist of (1) amounts authorized for expenditure by it and (2) amounts not authorized for expenditure by either bureau.

FOREST ROAD DEVELOPMENT FUND

The foregoing instructions for the forest highway fund apply to the forest road development fund, except that (1) it is not necessary to secure the concurrence or consent of the Bureau of Public Roads, which is required for the forest highway fund; (2) the regional forester will control the size and use to be made of the construction contingent; (3) the Forester's approval and sending notification of action to him will be required only for major projects; (4) the administration and equipment allotment from the State apportionment will be controlled and used entirely by the Forest Service, except where required for approved major projects.

Ten per cent of each State apportionment should be set aside for administration and equipment. This 10 per cent includes the amount retained in the Washington office for miscellaneous expense. If the entire 10 per cent is not required for administration and equipment, the remainder should be retransferred to the contingent for allotment to projects.^a

RECORDS AND ACCOUNTS ^a

RESPONSIBILITY FOR FISCAL RECORDS

Regulation 7, section 4, of the regulations for the forest highway and forest road development funds makes the Forester responsible for maintaining an accurate fiscal record of status of all forest road appropriations and of all expenditures and allotments thereunder. The necessary instructions are issued by the office of finance and accounts.

^a Amdt. No. 270, effective Aug. 1, 1930.

FOREST ROAD ATLAS

The following road information for each State will be placed in an atlas size binder: (1) State and forest base maps with reference lists; (2) progress record; (3) maintenance record; (4) working plans; (5) financial statement; (6) forest and county areas and resources. This will be known as the forest road atlas. The regional forester will have a copy for each State wholly or partly within his region. The Forester's atlas will include all national forest States.

STATE AND FOREST ROAD MAPS

The following maps are required:

(a) A State map showing the main trunk system of the State, the more important of the nonforest roads on the county and community system, and each forest highway and forest development road, unless this will make the map too heavy in detail, thereby detracting from its full value.

(b) A forest map ("A") for each forest, illustrating the complete forest road and transportation system and also such of the necessary nonforest roads, within or near the forest boundaries, as are necessary to a thorough understanding of the public road system and its relation to the forests and the forest road system. This map is really a working diagram rather than a transportation map.

A second forest map ("B") is not required, but is considered advisable. It differs from map A in being a transportation map rather than a working diagram. This map shows the existing transportation system classified as to function and condition. It will be of value to the public and to forest officers desiring to travel into regions where they are unfamiliar with the location and condition of roads. The extent to which this map will be prepared and used will be determined by the regional forester.

To permit changes being made, Peerless Japanese liquid colors should be used in making entries on the maps.

The forest map ("A") will be prepared on a standard forest base map with a black and white or a gray and white base.

The importance of a road will be indicated by width—for all State highways, the width should be substantially .20 inch; for other existing and proposed roads, the width should be 0.08 inch; for motor ways, a narrow line. Minor variations from these widths may be made provided there will be a sharp distinction between the trunk highways and the other roads and provided the entire system will stand out clearly without unnecessarily obscuring the other information on the map. Designate the approved 7 per cent system by placing the term "7 per cent" at the side of the road symbol or by making one boundary line of the symbol heavier than the other; or preferably by bordering the colored symbol with black lines.

The forest road system will be indicated by color. Forest highways in classes (1) and (2) or regulation 3, section 2, of the regulations for the forest highway and forest road development funds, will be indicated by chrome orange; other forest highways by scarlet lake or chrome orange; forest development roads by Hooker's green No. 1 and No. 2 mixed; nonforest roads by permanent blue or cobalt.

Railroads and other transportation will be shown in brown, the former in the usual railroad symbol, the latter as a single line.

A project recommended by the Forest Service as a forest highway but not yet approved by the Secretary should be shown as a forest highway, the status being indicated by an "R" in the project number circle.

The status of construction will be shown as follows: Roads of the standard estimated as required by travel and property during the following 10 years solid color between the border lines; roads of such satisfactory standard except that surfacing estimated as required within the following 10 years, may be crosshatched in color between the border lines; no existing roads, border lines dotted; existing roads not constructed to required standard border lines in full. If desired, green crayon may be used within the orange or red border lines to represent forest highways that are of satisfactory standard as forest development roads.

The designation of forest road projects will be by black number in black circle.

Railroads, non-forest roads, and other transportation, if designated, will be by red numbers in black circles.

Limits of projects and of project sections will be indicated by lines across the road symbol and by short arrows. Yellow color will be placed within the circle when a project has been approved for programming, survey, or construction from forest road funds. If desired to indicate where forest highway or forest road development funds have been approved for expenditure the circle may be colored orange for the former, and a green for the latter. If forest road development funds have been expended upon a forest highway the left half of the circle may be colored green; the right half being colored orange when the use of forest highway funds have been approved. Forest roads maintained in whole or in part from forest road funds will not be individually designated as approved maintenance projects. Trails will not be shown. All existing and nonexisting forest roads will be shown regardless of the cost of construction. If the cost of road repairs or improvement of existing roads is less than \$500 per mile the roads will ordinarily be delineated as of satisfactory standard, but if desired by the regional forester may be shown as unsatisfactory standard if the required expenditure is a very considerable percentage of the total cost of construction.

The State road map will conform to forest map A, except that (1) some roads on the latter may be omitted on the State map; (2) the widths will be substantially 0.12 and 0.06 inch, and (3) the base will cover the State and be of black and white with the location of the forest indicated by tint of very light Public Service green.

Three copies of each forest map A will be made by the regional forester, of which one will be retained for his records, one sent to the Forester, and the third to the supervisor. The regional forester will make two copies of the State map for each State, wholly or partly within his region. One of these will be sent to the Forester and the other kept in the regional office. The regional engineer of the Forest Service will make additions, changes, and corrections currently on both State maps and forest maps A. Following the end of each field season, he will make a thorough review of each map and the regional forester will inform the Forester not later than March 1 of the changes and additions to be made on his copies. The regional forester should also make arrangements for keeping the supervisor's maps accurate and complete.

The base for forest map B should be the forest one-quarter inch or one-half inch map, either in black and white or gray and white. Roads which can not be

traveled in a Ford will not be shown. All others will be shown by a full line in color. The importance of a road will be indicated by width; the standard symbol for the main trunk highway system is 0.12 inch wide and for other roads 0.06 inch. Minor variations from these widths may be made, provided there is a sharp distinction between the trunk highways and other roads and provided the entire system stands out clearly without unnecessarily obscuring the other information on the map.

FOREST ROAD SYSTEM—PROGRESS RECORD ^a

This record is cumulative in form. On it will be entered all major and minor forest road projects which will include all roads of satisfactory standards, all proposed roads where roads do not now exist, and all existing roads upon which further expenditure for construction or improvement is required to bring them up to the required standard. The nonforest roads will not be entered. The regional engineer will make current entry of changes in the data or status and following the end of the field season, he will make a thorough review of the whole report. Not later than December 1 the regional forester will inform the Forester by photostat copy or otherwise of the changes necessary to make his copy correct and complete. This action will be taken at the same time corrective data for the maps is submitted to the Forester.

There will be two sections of this report. One will give general information on forest highways and forest development roads while the other will furnish specific information on protection roads. The first section will be prepared in two parts—one will be composed of forest highways arranged alphabetically by project names, the other will list the forest development roads arranged as far as possible alphabetically by project names under the various forests arranged alphabetically. After all the development projects for each forest have been entered, there should be listed the railroads, other transportation routes, and nonforest roads, as located within the forest boundaries. For these classes there need be entered only the map numbers and the miles within forest boundaries. Preferably one page should be used for each forest, if not, space for subsequent entries should in general be left between each forest.

Space for each project upon both reports should be provided for cumulative information on estimated required expenditure to complete the construction or improvements, etc.; the amount of space varying with the activity of the project and probability of early approval. The bottom entry of any kind will be the latest and most reliable information, the former entries being retained on the report. The cost should be based on the best available information and constant effort should be made to get more accurate data on lengths and necessary expenditure. If the project is of considerable size or importance or it will probably be approved within a comparatively few years as a major or minor project, the cost of improvement or construction should be separately estimated. For other projects, sufficiently good estimates can frequently be made by using available information of the amount and kind of work to be done and through knowing approximately the cost of such work in the locality. The date of revision should be noted after "date" at the top of the page.

Under "F.H.—System and class" should be entered for forest highways, "7 per cent," "S" or "C," followed by 1, 2, or 3 to show whether the project is on the 7 per cent system, State system not included in the 7 per cent system, or county system, respectively, and also to indicate the class as defined by the regulations. If the project is a forest development road, the classification as to protection, administration, utilization, revenue producing forest resources economic in nature, such as timber and range; utilization, nonrevenue producing forest resources economic in nature; utilization, recreational, and other forest resources both revenue producing and nonrevenue producing; business, not Forest Service; utilization, resources nonforest upon which communities within and adjacent are dependent; should be shown under "F.D.—Forest value" upon both sheets by the letters, P, A, U, N, R, B, and G. At least two of these values besides protection should be shown if the road is not entirely protection.

^a Amdt. No. 271, effective Aug. 1, 1930.

In the "Remarks" columns should be entered brief, essential information not otherwise given, such as width or standard of road, or other action which is considered of importance.

Projects which have both protection and other uses will have the data in regard to the former entered under "Protection only," while the data for all the uses (including protection) will be entered under "Protection and other uses."

The "Standards of construction" will be shown as motor way, low, medium, and high standard. The "Duty or service" of a road will be given as low, light, ordinary, or high duty.

PROTECTION AREA REPORT ^a

From the progress record a report will be compiled which will furnish information upon the protection areas. This should be submitted to this office annually by December 1. The information should be furnished by forests, subdivided into critical, marginal, and acceptable, and will show for each protection area (1) the acreage, (2) the miles of roads, (3) railroads, (4) other transportation, (5) the total of existing routes, and (6) miles per thousand acres, (7) existing roads on forest development system outside protection and forest boundaries, and (8) proposed roads on forest development system outside protected and forest boundaries.

FOREST ROAD SYSTEM—MAINTENANCE RECORD

In accordance with the policy under maintenance, the regional engineer should enter each forest road which should be maintained. This will include every forest road shown on forest map A in solid color, and by crosshatching and some of those shown as existing but not of satisfactory type.

This record should preferably be tabular in form and of atlas size. It should include the project name, project number, location by forest and county, length, estimated cost, and method of financing, i. e., the distribution of total cost between Federal, State, county, and other funds. Other data may be essential or useful to efficient administration. The form, size, and details of the report will be determined by the regional forester.

^a Amdt. No. 272, effective Aug. 1, 1930.

Corrective and additional information should be entered on this report currently. Following the end of the field season, the regional engineer should make a thorough review and revise the report to cover the succeeding fiscal year. An estimate of amount of work and proposed expenditures will be needed by the Forester, at various times, to obtain the data required for the Budget Bureau. This is further described under "Report to the Budget Bureau."

For the purpose of estimating maintenance costs, it is not always necessary to consider individual roads separately. Projects on the same forest and where the conditions are similar can frequently be grouped.

REFERENCE LISTS ^a

The regional engineer will prepare two reference lists for each State within or partly within the forest region. These lists will include every forest road and will show the project number, the project name, and the location by forests. One list will be arranged alphabetically by project names; the other will be arranged numerically by project numbers. Whenever a Forest highway is a part of a United States highway or a State highway use the United States or State highway numbers whenever practicable. If a project has been divided into sections, these will be entered immediately below the main project. Each section will be given a letter, beginning with "a," in addition to the number of the project. These names and numbers should be used in any reference to the projects and in all correspondence. The regional engineer of the Bureau of Public Roads should be requested to use the same names for projects and sections that appear on these lists.

When a State is in two regions, agreement should be reached by the regional foresters as to the numbering of projects unless the State numbers, which are preferable, are used.

The regional forester will send the Forester a copy of each list and arrange so that the supervisor's records of names and numbers shall be correct. The Forester will be informed immediately of all changes or additions made to this list.

WORKING PLAN

The regional forester will prepare and keep up to date a working plan showing the work to be done, the amounts available, and proposed expenditures on each individual major survey, construction, and maintenance project; each minor forest highway project and for minor road construction (grouped); minor road maintenance (grouped); trail construction (grouped); trail maintenance (grouped); miscellaneous expense; administration B. P. R.; equipment, major; equipment, minor; contingent, major; contingent, minor; unallotted construction allotment; and unallotted administration and equipment.

If this is not kept on the printed form, the form should be such that when requested by the Forester a photostat or copy can be quickly made and the data will be clear to the Forester with little or no explanation.

FINANCIAL STATEMENT

This will be prepared at the end of each fiscal year and will show by projects and by totals the accomplishments during the fiscal year and the total to date, the balances at the end of the fiscal year, and the expenditures for the fiscal year and to date for each forest road fund and from contributing funds.

^a Amdt. No. 273, effective Aug. 1, 1930.

The main headings^a (placed in the middle) will be "Major road projects—construction completed," "Major road projects—construction not completed," "Major programmed road projects—construction not authorized," "Major road projects—maintenance," "General—B. P. R. field," "Minor roads," "Trails," "General—Forest Service—region," "General—Washington," and "Grand total." Each major project should be individually shown and the required data entered under the appropriate main headings for major projects, except for maintenance, which should be shown as one item. The subheads under "General—B. P. R. field" will be "Administration," "Equipment," "Equipment rentals," and "Subtotal." Minor forest highways, construction, and maintenance should be shown separately, not grouped with other minor roads construction and maintenance.

Subheads under "Minor roads" and "Trails" should be "Construction," "Betterment," and "Maintenance." Information for each of these will be shown separately for roads, for trails, and motorways and trailways. By footnote the miles constructed and total road funds expended for fiscal year and total to date should be shown separately for protection and for other developed roads under the three subheads, construction, betterment, and maintenance. When a project has been included in the development system partly due to its protection value and partly for other reasons, the mileage and amount expended for that section of the road required for protection should be included after protection (under construction, betterment, or maintenance), while the remainder of the miles and the amount expended should be shown after "Other." For trails, "Construction completed" will include data on miles completed instead of projects completed. The subheads under "General—Forest Service—region" will be "Miscellaneous expense," "Equipment, minor," "Contingent, minor," "Unallotted construction allotment," "Unallotted administration and equipment," and "Subtotal." Under "General—Washington" will appear "Miscellaneous expense—Forest Service," "Administration, B. P. R.," "Equipment, B. P. R.," "Unallotted," and "Subtotal."

The record will be prepared by the regional forester in accordance with the Forester's detailed instructions. Preparations should be started well before the end of the fiscal year and the district engineer of the Bureau of Public Roads and the forest supervisors should be requested to send necessary data to the regional forester immediately after July 1. The report should reach the Forester as soon after July 1 as possible but not later than August 15.

Before forwarding the financial statements the regional engineer will carefully check the accomplishments, allotments, balances, and expenditures with the local bureau of public roads, the regional fiscal agent, and the administrative records of the offices of engineering and operation. Agreement should be secured before the financial statement is sent to the Forester or notation made as to the discrepancies. The statement should be initialed by the regional fiscal agent. One copy of the financial statement should be sent to the district engineer of the B. P. R. for initialing and forwarding to the chief for checking.

SUMMARY OF ACCOMPLISHMENTS AND WORK TO BE DONE

Following the completion of the preliminary checking of the financial statements, and after the data required for the Budget Bureau and for the congressional hearings have been received, the chief engineer will prepare tabulations and graphs showing the expenditures, appropriations, balances, obligations against appropriations authorized but not yet made, the amount of work completed and to be done, and estimates of necessary expenditure for construction and maintenance. The regional forester will be furnished with a copy of such data as will be of value to him in administering the road work in his region.

^a Amdt. No. 274, effective Aug. 1, 1930.

SECTION 19 REPORT

This report is required by section 19 of the Federal highway act. It will consist of 6 parts as follows: I—Introductory statement; II—Detailed statement of work done to June 30; III—Allocation of appropriations, (A) State apportionments, (B) Deposits in cooperative work, F. S.; IV—Status of each project undertaken; V—Employees of Forest Service paid from forest road funds other than 10 per cent during the past fiscal year; VI—Recommendations.

The branch of engineering will be responsible for the preparation of all of these except Part III (B) and Part V. These will be handled by the office of finance and accounts. The following refers primarily to the sections of the report that engineering will handle.

This will be a combined report for all five forest road funds instead of a combination of separate reports for each fund. The report will be based primarily on the financial statements sent in by the regional foresters and checked in the Forester's office against the administrative records of apportionments and allotments, the fiscal records of the Forest Service and the record on Bureau of Public Roads expenditures kept by the Washington accounting office of that bureau.

After the checking of the financial statements has been completed, the statistical portions of the report have been prepared, and Parts I and VI have been approved by the Forester, the report will be typed in the Forester's office and the necessary numbers of copies will be made by photographic process. When the report has been completed, five copies will be sent to the Bureau of Public Roads to be placed with the similar report on Federal-aid funds. The Forester at the same time will inform the Secretary of the completion of the forest road section and of the action which he has taken. When the entire section 19 report has been completed and approved by the Secretary one copy is sent to the Senate and one to the House of Representatives. This report is due in the Secretary's office on November 1 and in Congress on December 1.^a

REPORT TO THE BUDGET BUREAU ^b

To answer requests of the Bureau of the Budget, to prepare the department estimates, and to have information and data available for the congressional hearings, the regional forester will prepare as of the 1st day of each month a report on appropriations and expenditures for road funds as handled by him. The report on obligations will be prepared only as of the 1st day of June, September, and November. These will be forwarded so as to reach the Forester's office not later than the 15th of the month. The funds transferred to and handled by the Bureau of Public Roads will be reported to the Forester by their Washington office. A copy of the combined Forest Service and Bureau of Public Roads reports will be forwarded the regional foresters.

For each appropriation the following will be given. (Separation by States is not required:)

A—Appropriations and expenditures.

1. Balance available June 30 preceding fiscal year.
2. New appropriations from July 1 current fiscal year to date.
3. Total available.
4. Expended in fiscal year to date.
5. Unexpended balance.
6. Estimated additional expenditures to December 31 current fiscal year.
7. Estimated unexpended balance December 31 current fiscal year.
8. Estimated expenditures from January 1 to June 30 current fiscal year.
9. Estimated unexpended balance June 30 current fiscal year.

^a Amdt. No. 34, effective Jan. 1, 1928.

^b Amdt. No. 275, effective Aug. 1, 1930.

10. Estimated expenditures from July 1 following fiscal year to December 31 following fiscal year.
11. Estimated unexpended balance December 31 following fiscal year.
12. Estimated expenditures from January 1 to June 30 following fiscal year.
13. Estimated unexpended balance June 30 following fiscal year.

B—Obligations.

1. Unobligated balance June 30 preceding fiscal year.
2. Additional amounts available for obligation July 1 current fiscal year.
3. Total amount unobligated July 1 current fiscal year.
4. Amount obligated in fiscal year to date.
5. Unobligated balance.
6. Estimated additional amount to be obligated before December 31 current fiscal year.
7. Estimated unobligated balance December 31 current fiscal year.
8. Estimated additional amount to be obligated January 1–June 30 current fiscal year.
9. Estimated unobligated balance June 30 current fiscal year.
10. Estimated additional amount to be obligated between July 1 following fiscal year and December 31 following fiscal year.
11. Estimated unobligated balance December 31 following fiscal year.
12. Estimated additional amount to be obligated between January 1 and June 30 following fiscal year.
13. Estimated unobligated balance June 30 following fiscal year.

Items 10 and 11 in both A and B will be omitted for the July to December reports, inclusive, and item 12 will read “Estimated expenditures from July 1 current fiscal year to June 30 current fiscal year” and “Estimated additional amount to be obligated between July 1 current fiscal year and June 30 current fiscal year.”

Items 6 and 7 under both A and B will be omitted for the January to June reports, inclusive, and item 8 will read “Estimated additional expenditures to June 30 current fiscal year” and “Estimated additional amount to be obligated to June 30 current fiscal year.” The “current fiscal year” as used above is the fiscal year beginning the preceding July 1; the “following fiscal year” is the fiscal year following the “current fiscal year,” and the “preceding fiscal year” is the fiscal year preceding the “current fiscal year.” For example, if the report is prepared for October 1, 1925, the preceding fiscal year will be 1925, the current fiscal year will be 1926, and the following fiscal year will be 1927.^a

^a Amdt. No. 35, effective Jan. 1, 1927.

If definite information in regard to the appropriation for the following fiscal year is not available the amounts to be used will be those ordinarily apportioned from an appropriation of the amount legislatively authorized for appropriation by act of Congress for the fiscal year and in the absence of such authorization, the ordinary appropriation from an appropriation of \$7,500,000.^a

ROAD AND TRAIL SYSTEM COSTS ^b

For purposes similar to those given in the preceding paragraph the following information, prepared separately for each State wholly or partly within the region, should be sent to the Forester to reach his office by April 15. This will be the status of the projects on April 1, and since very little construction will be accomplished during the following three months the data will be dated July 1. The information will be coordinated, supplemented, arranged, tabulated, and summarized in the Forester's office. The mileage should be in whole numbers and the costs reported in even \$100. All forest highways should be included whose classification has been recommended by the Forest Service but deferred.

I. Classification of total mileage and also of mileage within the forest boundaries of (1) forest highways, (2) forest-development roads, and (3) trails into (a) satisfactory standard, (b) unsatisfactory standard, (c) nonexistent.

II. Estimated cost of completing construction or improvement of total mileage of forest road and trail system classified as (a) forest highways, (b) forest-development roads, and (c) trails.

^a Amdt. No. 35, effective Jan. 1, 1927.

^b Amdt. No. 36, effective Jan. 1, 1927.

WATER POWER AND POWER-TRANSMISSION LINES

REGULATIONS

Act of February 15, 1901 (31 Stat. 790); act of February 1, 1905 (33 Stat. 628); and act of March 4, 1911 (36 Stat. 1253).

REG. E-1.—Applications for preliminary permits or licenses involving the use of Government land for water-power projects or for lines transmitting electric energy generated by water power shall be made pursuant to the Federal water power act of June 10, 1920 (41 Stat. 1063), and the regulations thereunder, and shall be filed with the Federal Power Commission at Washington, D. C., or with any field office designated by the commission.¹ Permits issued by the Secretary of Agriculture, the Forester, and district foresters outstanding on the date of the approval of that act and not superseded by permits or licenses issued thereunder shall be governed by the regulations and instructions in force on said date, except that no additional time under preliminary permits, no transfer of permits, and no changes involving the use of additional land shall be allowed.

NOTE.—¹ Each district office of the Forest Service has been so designated.

INSTRUCTIONS

NOTE.—For instructions relative to applications for telephone and telegraph lines under the act of Mar. 4, 1911, refer to "Special uses," Lands Section of the Manual.

POWER PROJECTS AND POWER-TRANSMISSION LINES

Act of February 15, 1901 (31 Stat. 790) and act of March 4, 1911 (36 Stat. 1253).

Federal Water Power Act Repeals Earlier Inconsistent Legislation.

By section 29 of the Federal water power act of June 10, 1920 (41 Stat. 1063), all acts of Congress or parts of such acts inconsistent with the Federal water power act are repealed, but it is provided in section 23 of the act that its provisions shall not be construed as affecting any permit or valid existing right of way theretofore granted or as confirming or otherwise affecting any claim, or as affecting any authority theretofore given pursuant to law. Any person, association, corporation, State, or municipality holding or possessing such permit, right of way, or authority may apply for a license under the act, and upon such application the Federal Power Commission may issue a license in accordance with the provisions of the act. Upon the execution of such license the provisions of the act will apply to the applicant as a licensee thereunder.

Federal Water Power Act Alters Authority of Secretary of Agriculture.

^a By the provisions of the Federal water power act, the power that the Secretary of Agriculture formerly had of granting permission to utilize national forest lands in water-power development and lines transmitting electric energy generated by water power is now vested in the Federal Power Commission. Preliminary and final power permits may no longer be issued under the act of February 15, 1901, and no easements may be granted under the act of March 4, 1911, except for telephone and telegraph lines and for such transmission lines as transmit only electric power generated by other than water power. Permits issued under these acts will remain in effect and will be administered by the Department of Agriculture in accordance with their provisions and the regulations in effect on June 10, 1920, until revoked or terminated, or voluntarily relinquished by the permittee in exchange for permit or license under the Federal water

^a Amdt. No. 37, effective Jan. 1, 1927.

power act. A grant under the act of March 4, 1911, may be transferred or modified by the Secretary of Agriculture in accordance with his regulations and instructions for administering the act.

When the rights to or interests in structures on lands under a power permit from this department are sold or transferred by the permittee or by operation of law, a transfer of the permit will not be made either by this department or by the Federal Power Commission. The successor in interest should file with the Federal Power Commission an application prepared in accordance with the requirements of the Federal water power act.

The Secretary of Agriculture or his authorized representative may grant extensions of time for the beginning or completion of construction under a final power permit issued by this department. He may approve modifications or changes in the terms of such permit or in the design of structures, provided this does not require the granting of a right to land not covered by the final permit in the form that it had on June 10, 1920. No transfer of the rights granted under such permits will be made, since this amounts to the granting of a new permit. The right to terminate or revoke permits issued by this department rests with the Secretary of Agriculture.

The holder of a final power permit granted by this department may apply for a license under the Federal water power act in accordance with section 23 of that act. If such license is granted, the permit of the Department of Agriculture must be relinquished and submitted for formal cancellation by the Secretary of Agriculture.

Application Under Act of March 4, 1911.

Applications under the act of March 4, 1911, for permission to utilize national forest land for telephone and telegraph lines and for power-transmission lines where the transmitted power is generated entirely from sources other than water power will be handled in accordance with instructions under "Telephone and telegraph lines" in the Lands Section of the Manual ("Special uses").

Supervision Over Compliance with Requirements of Permits.

An adequate promise-card system will be maintained by the district forester covering every obligation of the permittee specified in the permit or stipulation. The supervisor will also keep promise cards for beginning construction and operation, for continuance of construction or operation, and otherwise where necessary.

Sixty days and again 30 days before the time set in the final permit for the beginning and completion of construction on power projects and transmission lines the permittee will be advised of his obligations and his attention called to the appropriate articles in the stipulation.

In order that the district forester may know whether the terms of the stipulation and permit are being complied with, the supervisor should keep himself fully informed of the progress of the work. Immediately upon the date specified in the stipulation upon which construction should begin, he will make an examination and will report to the district forester whether the construction has begun. He will also ascertain from time to time thereafter whether the works are being constructed with due diligence and in substantial agreement with the maps and plans, and in case of doubt should call for an examination by the district engineer. Immediately on the date specified in the stipulation upon which operation should begin he will make an examination and will report to the district forester whether such operation has begun. He will also keep the district forester fully advised of compliance with the miscellaneous requirements of the stipulation, such as protection of telephone and telegraph lines, keeping rights of way clear, disposal of brush, replacement and repair of trails, payment for timber cut or destroyed, and, if demanded by the Secretary, measurement of water and power output. On December 15 of each year the supervisor will report to the district forester for each permit on his forest as to the status of construction and operation and compliance with the terms of permit.

Rental Charges.

If the permit so requires, the district engineer, prior to November 15 of each year, will examine the status of lands under permit, and when necessary will make changes in the rental capacity, as provided for under Regulation L-8 as of June 10, 1920. On November 15 of each year the district forester will prepare and send to each permittee a statement of account on Form 64. The statement will show the amount of charge for the succeeding calendar year and the credit, if any, on account of previous payments. If a balance is due from the permittee, the statement will be accompanied by a letter of transmittal (Form 861). The district forester will retain two carbons of the statements and the Form 861. Upon receipt of payment the date of such payment will be indorsed upon the file copies of the Form 861. The original will be sent to the permittee and one copy of the statement and of the Form 861 to the supervisor for his files.

The original notice of payment of charges due will name the date upon which payment will become due, but not the date upon which it will become delinquent. If payment is not received within 30 days of the date due, a second notice should be sent, in which the delinquent date should be named. This notice should be sent by registered mail. This action should be repeated at 30-day intervals. If payment has not been made on the delinquent date, the permittee will be served with a written order to show cause why the permit should not be revoked, the answer to which should be returnable in not to exceed 30 days.

Noncompliance with Terms of Permit.

Unless authority is given by the permit, or by the regulations as of June 10 1920, no waiver of any of the terms of the permit may be made except by the Secretary. Upon failure by the permittee to comply with the permit, his attention will be called to such noncompliance and also to the provisions of the regulations. He will be informed that any arguments which he may care to advance showing why revocation should not be made must be filed within a period named in the district forester's letter (which period will not generally exceed 60 days), and that his claim will be given careful consideration. No revocation will be recommended until a sufficient hearing has been given the permittee.

Extensions of Time and Cancellations.

All recommendations by the district forester for cancellation of the permit, either in whole or in part, and all recommendations for approval or disapproval of applications for extension of time, either for the beginning or completion of construction, will be accompanied by a report setting forth in detail the reason for such recommendations and will be submitted to the Forester. Whenever engineering difficulties are involved the district engineer will make such examination as is necessary and prepare a report to accompany the recommendations of the district forester. A draft of revocation or order of extension of time will be prepared by the district forester, and the first carbon copy will be initialed by him and by the district engineer. This should be prepared with black ribbon copying blue. The original, on heavy white paper, and one carbon should be sent to the Forester. After the Secretary has acted, the original will be returned to the district forester, who will send it to the permittee.

When a permit is revoked or terminated, the district forester will prepare a letter to the Commissioner of the General Land Office for the signature of the Acting Forester. In this letter the date of the revocation will be given, together with sufficient information for the commissioner to identify the case.

Statistical Record of Applications and Permits.

A cumulative record by forests will be kept by the district forester on the standard form approved by the Forester. This will show (1) action taken upon all completed applications for water-power projects and transmission lines under the acts of May 14, 1896, February 15, 1901, February 1, 1905, March 4, 1911, and under special acts of Congress conferring rights of way in the national forests; (2) action taken upon all permits and grants; (3) status of all permits and grants; (4) data on all power and reservoir capacities and on conduit and transmission-line lengths.

It is important that the cumulative record shall be accurate and up to date. Therefore the district engineer should make entry promptly, either on a blue print or white print copy of the tracing, at the time the action outlined in the report is taken or when the engineering data have been finally determined.

At the end of each fiscal year, the district engineer will check for accuracy the cumulative record for each forest and will make the tracings to correspond with the daily records. Not later than July 15 of each year the district forester will send to the Forester a blue-print copy of the record for each forest, as of July 1 of that year.

In preparing the cumulative record, the following detailed instructions will be followed: The dash will be used when the action noted in the caption was not taken; a question mark will be used when the action was taken, but the date is not known; when a case has been closed there will be inserted in the "Remarks" column the reason for such closing (such as "Permit transferred to——, priority No.——"), and the space, including the priority number of the closed case, will be lightly hatched in on the tracing.

Data for Forester's Annual Report.

Immediately following the close of the fiscal year, the district engineer will prepare the following data in tabular form, using the cumulative record:

1. *Transmission lines only.*—(1) Number of permits or easements; (2) length in miles within national forest boundaries; (3) length in miles on national forest land.

2. *Power projects (reservoirs, conduits, power houses).*—(1) Number of permits or easements; (2) average estimated output (in horsepower) at minimum discharge.

3. *Total number of permits or easements.*

In stating the class of permits or easements the following separations shall be made:

1. *Permits or easements in force at the close of fiscal year.*—(1) Rental permits or easements, (a) preliminary, (b) final; (2) free permits or easements.

2. *Construction completed at close of fiscal year.*—(1) Rental permits or easements; (2) free permits or easements.

3. *Construction incomplete at close of fiscal year.*—(1) Rental permits or easements; (2) free permits or easements.

4. *Construction not started at close of fiscal year.*—(1) Rental permits or easements; (2) free permits or easements.

The district forester will send to the Forester, not later than July 15 of each year, one copy of the above-described statistical data.

FEDERAL WATER POWER ACT

June 10, 1920 (41 Stat. 1063)

Authority of Federal Power Commission.

(A) By the Federal water power act of June 10, 1920, the Federal Power Commission has jurisdiction over all projects involving the construction, operation, and maintenance of dams, water conduits, reservoirs, power houses, transmission lines, or other project works for the development, transmission, and utilization of power (except as noted in paragraph B below) which affect—

(1) Navigable waters of the United States, as defined in the Federal water power act and the regulations thereunder.

(2) Other waters of the United States over which Congress has jurisdiction under its authority to regulate commerce with foreign nations or among the several States, when the commission finds that the interests of interstate or foreign commerce will be affected. Anyone proposing to build a project on waters over which he considers the jurisdiction of the commission doubtful should file a declaration of intention under regulation 7 under the Federal water power act. The commission will thereupon make an investigation and determine whether the proposed project will affect the interests of interstate or foreign commerce. If the commission finds that such interests will be affected, the project comes under its jurisdiction, and the applicant can not lawfully proceed except under permit or license issued by the commission. If the commission does not so find, and if no public lands or reservations are involved, the act authorizes the project to proceed upon compliance with State laws.

(3) Public lands or reservations,¹ including lands for which patent has been issued with an express reservation therein under section 24 of the act, and on which locations, entries, selections, or filings have proceeded to approval or patent under and subject to the limitations and conditions contained in section 24 of the act.

New Licenses for Old Permits Optional.

(B) Permits or valid rights of way granted prior to and existing on June 10, 1920, remain in force unaffected by the provisions of the Federal water-power act, but any person, association, corporation, State, or municipality holding or possessing any such permit, rights of way, or authority may apply for a license under the act, and, if a license is issued, the provisions of the act will apply to such applicant as a licensee thereunder.

Administration of Federal Water Power Act.

The act provides that the work of the commission shall be performed by and through the Departments of War, Interior, and Agriculture, and their engineering, technical, clerical, and other personnel except as may be otherwise provided by law.

¹Except national monuments and national parks as constituted on Mar. 3, 1921. See amendment of Mar. 3, 1921, to the Federal water power act in the pamphlet containing the rules and regulations of the commission.

Administration by Forest Service.

Work requested by the commission and done under the direction of the district foresters will be carried out under the immediate supervision of the district engineers, who will utilize the employees in the engineering branch and request the assistance of other branches for work that such branches can do more efficiently and economically. If additional assistance is necessary, this will be given to the extent that available appropriations permit after considering the needs of other Forest Service work. It is desired to handle the water-power work requested by the commission as expeditiously as possible, but such work should not be given preference over Forest Service work more urgent in character.

Action Upon Application.¹

Applications for preliminary water-power permits or licenses may be filed either with the commission at Washington or with any officer or representative of the commission authorized by it to receive applications on its behalf. Each of the district foresters has been so authorized.

When an application is filed with the district forester it will be promptly examined for conformity with the regulations. If incomplete it will be returned to the applicant with a statement of the corrections that should be made in order to make it complete. If the application is incomplete but the location of the desired land is properly shown on the location maps, one blue-print copy of these location maps will be promptly forwarded to the commission and before the application itself is complete, in order that the commission may take action to protect the power company against other applications for the same land. When the application is complete, one copy will be filed in the district office and the original and one other copy will be forwarded to the commission with a statement of the date when received complete. The commission will then assign a serial number.

Applications filed directly with the commission will be examined for completeness and then referred to the department which the commission desires to make a report thereon. The commission will also send a statement showing in what respects, if any, the application is incomplete.

The filing date of the application will be the date upon which the commission received the last communication containing information essential for action by it on the application.

Field Investigations and Reports.

Since not more than one permit will be granted for a site, the commission desires that a field investigation be made in connection with each application for a power project, whether this be for a permit or for a license. When the site has been visited so recently that nothing will be gained by a further examination, the investigation may be waived. Sufficiently accurate information must be available so that the engineer may thoroughly understand the project, prepare a proper report, and make competent recommendations. Such field investigations as are necessary for transmission lines should be made by the supervisor unless the district forester decides an engineering investigation is advisable. Such investigation should include a study of the effect of the transmission line upon existing telephone lines and what remedial measures, if any, are required.

The engineer should make such investigation as is necessary to determine what conditions are essential for the adequate protection or utilization of the national forests, and whether the granting of the permit or license will interfere with the purpose for which the national forests were created or acquired. The district office of operation should be requested to review the case from the standpoint of fire protection and suppression and if the standard stipulations are not considered adequate, to prepare such stipulations as in its opinion are necessary. Special attention should be given to determining whether the stream can be driven, and, if so, whether it will be so used for getting out national forest timber and whether a logway or some similar structure is necessary. If the stream is considered of value for log driving, or if log storage in a reservoir is desired, the recommendations of forest management should be secured and incorporated in the engineer's report. Consideration should also

NOTE.—¹ Instructions for handling projects of not more than 40-horsepower capacity and located on national forest land will be found under "Small projects of 40-horsepower capacity or less on national forests."

be given to the boundaries of the project area and the advisability of excluding from such area lands valuable for summer-home sites or other special use. The opinion of the supervisor in the above matters should be obtained. For projects in Alaska the field investigations should cover and the district engineer's report should show whether or not the proposed development will injuriously affect the salmon industry.^a

The scope of the field work desired by the commission and the instructions for preparing the report are contained in its memorandum of November 10, 1921, entitled "Memorandum on field reports and applications under the Federal water power act."

Five copies of the engineer's report will be prepared and distributed, as follows: Federal Power Commission, 2; forester, 1; district forester, 1; forest supervisor, 1. When the report has been completed and signed by the district engineer or his authorized representative, a letter to the Federal Power Commission for signature by the acting forester should be prepared, in which the district forester will state whether the granting of the permit or license will interfere or be inconsistent with the purposes for which the national forests were created. The letter to the Federal Power Commission will also indicate the recommendations that the district forester believes the forester should make as to the stipulations necessary to the adequate protection or utilization of the national forests. Specific reference should be made as far as applicable to the stipulations contained in the standard form of license approved by the commission. If other stipulations are deemed necessary, the exact form of the desired stipulations should be submitted to the forester. Instead of specifying each stipulation in the letter to the Federal Power Commission, the district forester may state to what extent he approves the district engineer's recommendations. If he believes some stipulations are unnecessary or improper, or if he desires some different requirement, the letter should indicate this divergence clearly.

Small Projects of 40-Horsepower Capacity or Less on National Forests.

Under authority of order No. 17, adopted by the Federal Power Commission, October 22, 1923, licenses for power projects located entirely within the national forests and not exceeding 40-horsepower¹ capacity may be issued by the district foresters. This authority does not extend to projects consisting of transmission lines only; all applications for transmission lines conducting energy generated by water power will be acted upon by the Federal Power Commission. A license granted by the district forester will not extend beyond the date of termination of any Forest Service permit or concession (such as a summer-home special-use permit) in connection with which the project is to be operated; will not be issued for a period exceeding five years where the project may interfere with the development of a materially larger project; and will not in any event be issued for a period exceeding 10 years.

Applications for such licenses will in general conform to the requirements of regulation No. 5 of the current "Rules and regulations" of the commission, but minor variations and omissions may be permitted in the judgment of the district forester. All maps and other exhibits will be titled, dated, and signed by the applicant to permit of proper identification in the license. Forest officers should cooperate with prospective applicants in the preparation of their applications, and if consistent with other duties should make the necessary surveys and maps for them, or assist them in doing so, in so far as may be necessary to insure completeness of application and map.

NOTE.—¹Power capacity to be computed as follows: $0.08 \times \text{static head (in feet)} \times \text{amount of water in (cubic feet per second) available 90 per cent of the time, but not exceeding the amount the project works can carry.}$

The application shall be submitted in triplicate and will be accompanied by one tracing and three blue prints of the map. If filed with the forest supervisor, he will immediately upon its completion forward to the district forester two copies of the application, the tracing, and two blue prints. As soon as practicable thereafter he will report to the district forester upon the application. This report may conveniently be made on Form 964, but should also include the following:

1. An estimate of the amount of water available for 90 per cent of the time, but not exceeding the amount which the project works can carry.
2. Recommendation on the period for which the license should be issued.
3. A discussion of the likelihood that the project will interfere with project of greater than 40-horsepower capacity, and of the date at which such greater projects are likely to be developed.

The report should also be accompanied by a copy of any special-use permit or other concession in connection with which the project is to be operated.

Promptly upon the receipt of an application the district forester will forward one copy of it, together with two sets of blue prints, to the commission, in order that the application may be given a project number and the land withdrawal promulgated. The project number and a copy of the land withdrawal will be forwarded to the district forester. Unless the application was filed through the supervisor, the district forester will forward a copy of it to the supervisor, who shall promptly report upon it as above.

The application shall be submitted to the
proper authorities in the district
in which the applicant resides.

The report shall be submitted to the
proper authorities in the district
in which the applicant resides.

of it, together with the
proper authorities in the district
in which the applicant resides.

After his receipt of the completed application and the supervisor's report thereon, the district forester will draft the license and forward it to the supervisor, for delivery to the applicant. Licenses will be drafted in accordance with the special form furnished by the Federal Power Commission. Provisions of the license which relate solely to the uses and care of the national forests may be modified and added to or omitted by the issuing officer when not inconsistent with the above authorization. Maps submitted with and made a part of the application will be signed by the officer issuing the license over his official title, giving date of license and project number. Licenses will be executed in duplicate, one original to be retained by the district forester and one to go to the licensee. Five carbon copies will be made. Two of these, together with two sets of blue prints of maps, duly signed and approved as above, will be forwarded to the Forester for transmittal to the commission, together with a letter of transmittal prepared for the Acting Forester's signature. At the same time an additional copy of the license will also be forwarded for the Forester's files. Two copies of the license, including maps, will also be forwarded to the supervisor for his files and those of the ranger.

The supervisor will promptly report to the district forester any change in the status of the project under license or any amendment thereto, and the district forester will promptly notify the commission thereof through the Forester.

Public Hearings.

Public hearings will be held by the district foresters when authorized by the Federal Power Commission. When in the opinion of the district forester a hearing is advisable the commission should be advised.

Hearings will ordinarily be held when there is a conflict between applications or when formal protest to the granting of the desired privilege is filed. The object of the public hearings is to inform interested persons concerning what is proposed and to give them an opportunity to express their views frankly, fully, and publicly concerning the expediency and advisability of granting the permit or license.

Prior to the hearing, the commission will send to the district forester a list showing the names and addresses of the protestants and any other information that may be of value or assistance. As soon as the date and place of the hearing have been designated, the commission should be informed. A notice of each hearing should be sent to the local newspapers and to all interested persons in time for them to be present in person or to be represented. This notice should state the subject to be considered and designate the date, hour, and place of hearing. It should also state that, for accuracy in the records, all important facts and arguments should be submitted in writing.

The district representative who is to conduct a local hearing can greatly facilitate matters by making a careful study of the issues raised by the application and by sending to the interested persons a few questions calculated to define specific issues for the hearing and to insure presentation of the essential points that should receive the consideration of the commission in arriving at a decision. At the hearing the testimony should be confined to these essential points so far as practicable. Although the interested parties should be permitted to introduce testimony which they regard as essential, the presiding officer should be prepared to cut off useless digression.

As the question of damages to privately owned land resulting from the execution of the proposed project is a matter for settlement between the parties concerned or for adjustment under State laws, it does not come within the jurisdiction of the commission and should not be considered at the hearing, unless, from the standpoint of the general public interest, the damages which would be caused are likely to outweigh the benefits.

When the matter to be considered at the hearing affects navigable waters of the United States or the use of the waters for irrigation, special efforts should be made to obtain the views of and representation from navigation and irrigation interests and any city, town, or local association whose interests may reasonably be expected to be affected by the proposed work.

The following procedure should govern the conduct of the public hearing:

Minutes of the proceedings will be made in all cases. In all important cases a complete stenographic record will be taken. For other hearings informal stenographic notes will be satisfactory, but the interested persons should be required to submit the important facts or other data in writing.

A complete copy of the notice and a record of the names and addresses of all persons on whom served and the manner of service (whether mail, telegram, etc.) should be retained and made a part of the record.

The presiding officer will impress upon all interested persons and will also state at the commencement of the proceedings (1) the special purpose of the hearing; (2) that it is desired to have a frank and full expression of the views of all interested persons and a complete but concise statement of all information bearing directly upon the question at issue; (3) that the commission will give full weight to all evidence and arguments presented at the hearing, and that all pertinent material which the persons wish considered should be brought out at the hearing; (4) that later ex parte evidence and arguments are not desired by the commission, unless it is clearly shown that the matter is new and material, and there are good reasons why it could not be presented at the hearing.

The presiding officer should read aloud at the hearing such parts of the Federal water power act and the rules and regulations adopted by the commission as bear on the matter at hand. He should also read the description of the proposed project, as set forth in the application, and such other important papers bearing on the case, or extracts therefrom, as may be necessary to a full understanding of the status of the case and the data before the commission. He will have recorded the names and addresses of all persons or interests present or represented at the hearing, and will then invite and conduct a thorough and candid discussion of the case in all its bearings.

If it is alleged by any person that important evidence exists which could not be properly prepared in time for the hearing, the presiding officer may, in his discretion, either adjourn the hearing for a reasonable period or delay transmitting his report until after the receipt of such evidence and the expiration of a reasonable period for its examination by the opposition and others interested. In such cases definite statements as to the amount of time desired should be required. If no further hearing is had, it should be required that any additional evidence be submitted in typewritten or printed form, and the person submitting it should be required to serve a copy thereof upon such other persons or interests as appeared at the hearing and to furnish proof of such service for the record.

If in any case information for an adequate understanding of the case is refused by anyone appearing before the commission, he can be subpoenaed by the commission and required to appear and present his testimony. This action, however, requires the issuance of a subpoena by a member of the commission and payment to the witness of the required fees and mileage authorized in appearances in the courts of the United States. Such action will not be taken unless warranted by the character of the information desired. In the absence of such procedure, witnesses who decline to answer pertinent questions should be informed that their failure to do so may be construed by the commission as prejudicial to their case.

Whenever it is not practicable or advisable for the officer conducting the hearings to provide the necessary stenographic assistance from his own organization, arrangements should be made with available local persons for the report of the hearing.

Since the commission has no authority to employ the personal services of stenographers, the arrangement with stenographers should provide for payment on a basis of so much per sheet of a prescribed number of lines of completed transcript; and the account should be so stated. When the report is received, the account should be stated on a Federal Power Commission voucher form, properly certified by the payee and the officer holding the hearing, and then forwarded direct to the commission for payment by check; or, if the fiscal agent of the Forest Service has authority to disburse commission money for such purpose, the payment may be made by him. If other facilities are required, such as the use of a hall, the account should be handled in the same manner. If time will permit, the desired facilities should be obtained by sending out written proposals. Otherwise, they should be procured by informal agreement.

The record of the proceedings should be made up in triplicate—two copies for the commission and one copy for the presiding officer, for reference, in case he is subsequently called upon for comment on any questions. The record should be accompanied by a list of the persons specifically notified, a copy of the notice, a list of those present, all briefs or exhibits submitted in the case, and the recommendations of the officer conducting the hearing on the points raised at the hearing.

In selecting the place for holding hearings, an attempt should be made to find the point which will be most satisfactory from the standpoint of those desiring to present testimony or to be present. Usually this will mean that the hearing should be held at some point in the vicinity of the project, or where the power is to be marketed, rather than at Washington, D. C., or at Forest Service district headquarters. In some cases it may be advisable to hold hearings at more than one point in order to get a complete statement from the interested persons with a minimum amount of inconvenience and expense to them.

Inspections and Reports for Federal Power Commission.

When requested by the commission and authorized by the Forester, the district forester will exercise supervision over the carrying out of the terms of the permit or license and will make the necessary inspections and reports. The general instructions for inspections and reports will be outlined by the commission and will be reviewed by the Forester relative to their general effect on Forest Service personnel and work. To the extent that agreement is reached by the commission and the Forester, the approved instructions will be carried out by the different district foresters after coordinating the work with other Forest Service work.

The purpose of the inspections is to insure compliance with the conditions of the permits or licenses. The reports are desired by the commission in order that it may be informed of the status of each case and any violations of the terms of the permit or license. The required reports fall into two classes—(1) the cumulative report and (2) special reports.

Cumulative Report of Power Commission.

On the cumulative report to the commission, the district engineer will enter (1) all applications, permits, or licenses for national forest land, including those which the Forest Service has not been delegated to investigate and report upon, or to supervise; (2) all applications, permits, or licenses for nonforest land which the commission has delegated the Forest Service to investigate and report upon or to supervise.

Cases falling in class 1, where any of the necessary work has been delegated to another department, should be designated, and the name of the bureau and the extent of delegated work should be indicated by footnote. Projects falling in class 2 should be so indicated by footnote.

All cases will be entered on the same sheet, regardless of State or forest location, and so far as practicable will be arranged chronologically. Entries should be made in small figures and only the last two figures of the year should be given. As indicated by footnote on the report form, the blank spaces should be used as required for special conditions of the license or permit, for amendments, and for special reports concerning failure to comply with the prescribed conditions. These spaces should also be used for the dates upon which inspection or report is made upon any special requirements to be fulfilled, such as the beginning of construction. Whenever the requirement is continuous as to time—for instance, the continuance of operation—the entry should be made only of the dates of inspections or reports when compliance with the conditions has not been made.

Entry should be made on the cumulative report as soon as a complete application has been filed, or in cases involving other than national forest land as soon as the district forester has received a request from the commission for assistance on the investigation, report, or other work. Entries should be made currently. A thorough review of the report should be made at least on January 1 and July 1. Copies of this report will be sent to the commission not later than July 15 of each year and at other times when specifically requested by the commission. In furnishing such copies the district's official report may be sent to the Forester for reproduction on the large-sized photostat machine, or photostat copies may be made in the district office and sent to the Forester for enlargement. One copy will be furnished to the commission and one copy will be retained in the Forester's files.

Special Investigations and Reports.

Whenever the district forester is to serve as representative of the commission in supervising the execution of the terms of the permit or license, a review should be made by the district forester of the permit or license as soon as received. Promise cards should be made for each specified requirement for which investigation and report by the district forester is necessary.

Special inspections by the district engineer or an assistant will not always be necessary. Frequently inspection by the local forest officers will not only be satisfactory but also more economical in the use of time and money. Consideration therefore should be given to the utilization of local forest officers on all

requirements excepting those necessitating engineering inspections, which should be made by the district engineer or a qualified assistant. The district engineer, however, should endeavor to visit the project when in the vicinity and to check the judgment and report of the local forest officer. He should also endeavor to arrange for inspections once or twice a year if conditions make such action desirable.

Following the completion of the promise cards, the forest supervisor should be informed of the work which the personnel of his forest is expected to do. The district forester may either notify the forest supervisor of each inspection to be made as the occasion arises, or advise him of all the work to be done and instruct him to make the necessary arrangements. A check, however, should be made by the district forester to see that the required work is done and at the proper time.

Because of the familiarity of the local forest officers with the work in progress in each forest or district, a special inspection trip will not always be necessary in order to determine the status of a power project. For instance, if the officer has visited the site within a comparatively short time and knows that construction or operation has been commenced, a special trip would probably be unnecessary. However, if on his last visit to the site construction or operation had not been commenced, and since that visit the time for the beginning of construction or operation had expired, a special inspection is necessary and should be promptly made.

Reports by the Forest Service are necessary whenever compliance has not been made with such requirements of the permit or license as are (1) specific as to date, as for instance, at the beginning and completion of construction, and (2) more or less continuous, as, for instance, in keeping rights of way clear. Absence of a report will indicate compliance or failure to inspect. Reports by the Forest Service are not required on obligations, such as the payment of rental charges, if the Forest Service will have no direct way of determining locally whether compliance has been made. On other requirements that are not specific as to time and will only apply when occasion arises, as, for instance, aid in the suppression of fires, the district forester will report only at the appropriate times and when the information is directly available to him. As soon as possible after a unit is placed in operation, the exact date of placing in service and the horsepower rating of the unit as obtained from the name plate on the turbine or the kilovolt-ampere rating of the generator should be ascertained and report submitted prior to December 1 of each year.

On December 15 of each year and at the same time that report is made on Agricultural Department cases the supervisor will report to the district forester for each permit or license on his forest, as to the status of construction and operation and compliance with the terms of the permit or license.

One copy of each special report should be sent to the forest supervisor and three copies to the Forester. Two of the latter will be sent to the Federal Power Commission.

Measurements of Water.

The standard form of permit or license contains a provision requiring the installation of gauges and the maintenance of records of stage and flow. The commission has requested the United States Geological Survey to exercise supervision over this work to make sure that the records conform with its standards. The Geological Survey will also make the computations necessary to determine the power capacity of the project as defined by the regulations and will prepare reports embodying the records of stage and flow.

The report of the district engineer of the Forest Service will contain his recommendations concerning the installation of water gauges and measurements of flow. Before making these recommendations he should consult with the district engineer of the Geological Survey about the best method of measuring the period of flow and embody in the report his decisions as to the places at which gauges should be installed.

Correspondence.

If the matter to be covered by a letter is routine or of no interest or value to the Forester's office, the commission and the district forester may correspond directly. Letters prepared by the district forester should be sent to or through the Forester if action by him is advisable or necessary, or if recommendation by the Forest Service is required.

Letters from the commission to the Forest Service will ordinarily be addressed to the Forester. A copy of the letters will be forwarded to the district forester without separate letter of transmittal, except when instructions or authorization by the Forester are necessary or further explanations of the desired work are considered advisable.

Letters to the commission prepared by the district forester which are to be forwarded through the Forester's office should be prepared for the signature of the Acting Forester, two carbon copies being sent to the Forester. One of these copies will be retained for the Forester's files and the other, upon which the date of the letter and the name of the signer have been noted, will be returned to the district forester.

The district forester should keep the commission informed of the important action in each case. Often a satisfactory way, which is also the most economical method of conveying this information, will be the sending of a carbon of a letter to or from the district forester. Such a copy should be stamped "For the information of the Federal Power Commission." Similar action should be taken in matters in which the Forester's office is particularly interested or in which action is required by the Forest Service. Such carbons should be marked "For the information of the Forester."

Correspondence originating in the Forest Service will be on the Forest Service stationery, the letters being designated and filed as required by the standard Forest Service filing instructions.

Expenditures Incident to Forest Service Administration

On July 1 of each year, the commission will make allotments to cover the cost of (1) investigative and (2) supervisory work during the following year. Increases as necessary will be made when financial conditions permit. The district forester may transfer, between individual projects, the amounts set up for investigative work but should keep a record, by projects, of the allotments and expenditures in order that the information may be available to the Federal Power Commission. No transfers between the major allotments to investigations and supervision may be made except with the approval of the commission. The district forester should prepare an estimate of the necessary expenditures for (1) investigations and (2) supervision for the following year and send this estimate to the Forester's office to reach there not later than June 20. The expenditures must not exceed the allotments made by the commission. When increases are found necessary, the request should reach the commission sufficiently early to permit action before the allotted fund is entirely expended.

Vouchers covering the payment of nonpersonal expenses of Forest Service officials, of public stenographers, and other similar items should be certified by the representative of the commission and sent directly to the commission for payment, or payment may be made by the fiscal agent of the Forest Service if he has authority to disburse Federal Power Commission money, and if an allotment has been set up with him covering the work involved in the voucher. If the fiscal agent can not take such action, and if early payment is desired, the fiscal agent may pay the voucher out of the Forest Service appropriations and the amounts so paid will be reimbursed through Treasury settlement in accordance with the usual fiscal procedure in such matters. Vouchers covering work for both the Forest Service and the Federal Power Commission should be paid by the fiscal agent and the commission billed for only that portion of the work chargeable to it. Certification of such amounts should be made by the representative of the commission. The appropriation to the commission may not be expended for personal services other than those of the executive secretary.

Transportation requests issued by the commission should be used only when the entire cost of the transportation is to be charged to the commission.

Rentals Paid Under the Act of February 15, 1901, and the Act of March 4, 1911.

It has been decided that when a permit has been issued by the department and this permit provides for credit after operation is commenced for amounts paid during the preoperation period, the Federal Power Commission may allow credit on the operation charges for the amount of rental paid by the applicant, other than compensation for the use of Indian lands.

It is quite likely that if, under the provisions of a permit granted by this department, payment has been made in advance for an entire calendar year and a permit or license is granted by the Federal Power Commission during the calendar year, credit will be allowed by the commission on account of such payment.

If deposits have been made by applicants and no permit had been issued by the department at the time the Federal water power act was passed, a refund should be made of the amount collected. In these cases the commission has no authority to credit such money.

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PUBLIC RELATIONS

PUBLIC RELATIONS

Satisfactory relations with the public are just as important as right handling of the forest resources. They increase use of the forests, as well as facilitate their administration and protection; they inform the public on the methods of forestry, and thus help bring about its general application; and they enable the work done to be more accurately appraised and judged by the people to whom, collectively, the forests belong. Maintenance of right relations with the public is therefore one of the primary duties of forest officers.

OBJECTS OF THE WORK

The objects to be sought are (1) the increase of "good will" as a business asset of the national-forest enterprise; (2) the diffusion of knowledge of forestry; and (3) intelligent public judgment of policies and performance. The Forest Service courts the fullest possible understanding of what it is trying to do, and accepts accountability for doing the right things economically and efficiently.

THE NEED FOR GOOD WILL

In private business good will is recognized as an important asset. It is classed as an "intangible" asset, in distinction from such inventory items as land, buildings, raw materials, or stock in trade; but it frequently represents a substantial investment of capital and may have a high market value. It means all the advantages possessed by a going business in such matters as reputation, established connections, organization, and body of customers.

The Forest Service, in administering the national forests, has an asset of much the same kind, which contributes materially to the success of the public enterprise. This asset requires to be conserved and built up, for each forest individually and for the enterprise as a whole, if the fullest services are to be rendered by the forests. Public relations work is not all that is required to increase our asset of good will, but it plays a large part.

Its Relations to Fire Control.

The most outstanding immediate need for good will is to make protection easier, cheaper, and more effective. Unless held down through a change of public attitude and practice, man-caused fires must increase proportionately with development and use. To improve the organization, equipment, and methods through which fires are discovered and put out is not enough. A no less necessary task is to build up sentiment in favor of protection and bring the public to prevent fires from starting. Without this, in the long run, detection and suppression can not win out against man-caused fires. By far the greatest responsibility of public relations in national-forest administration is to handle successfully its end of the fire problem. Good will is an invaluable aid in accomplishing this task.

THE NEED FOR DIFFUSING KNOWLEDGE

In diffusing knowledge of forestry the goal in view is to produce such an enlightenment of the public mind that the best use of all forest resources will follow. The Forest Service is engaged in "selling" forestry to the American people, through making generally understood what it is in practice, what its value is to them individually and collectively, and what must be paid for it. Forestry is a public need. The national-forest enterprise is a public undertaking, the continuance of which rests on public appreciation of it as worth while. A primary duty is to show the country where its best interest lies in forestry and to show individuals what advantages forestry may have for them.

In endeavoring to enlighten the public on forestry and national-forest administration it is necessary to guard against propagandism. The term "propaganda" is often applied broadly to educational or informative activities having in view some specific practical result. It is also used to denote tainted or perverted information. Propaganda, it has been said, seeks to close the mind, while education seeks to open it. The aim should be to facilitate intelligent judgment, not to develop one-sided opinion. Experts have a peculiar responsibility not to propagandize for their own ends, but to be open and fair, seeking to give disinterested leadership and true illumination that the public may decide wisely what is in its best interest.

THE NEED FOR ACCOUNTABILITY

Intelligent public judgment of service policies and performances was named as one of the objects of the work in public relations. Without public approval based on right knowledge the essential for permanent success is lacking. The service can not expect to be always and everywhere approved. Its aim must be to serve the general welfare as effectively as possible, not to court public favor. But in the long run the country must be the judge of the value of our work.

The service will fail of its full duty if it does not do its best to see that this judgment is an intelligent judgment. This calls not for the manufacture of sentiment in support of the service, but for constant, painstaking effort to bring about a correct public understanding of whatever affects our work and aims.

As a public agency the service is accountable to the people. It is not and does not wish to be a bureaucracy, superior to public opinion or controlling public opinion through propaganda. Accountability, however, includes a responsibility for informing public opinion, to the end that judgment of the work of the service may be intelligent.

The principle here set forth lies at the very heart of the Forest Service task in administering the national forests. It is the fundamental reason for public relations. From the time that the Forest Service was established it has painstakingly sought to make clear what it was doing and to have its work win approval on its merits. It has recognized that while its first object must be to be right, not to be popular, it must also interest the public in its work, and in the end stand or fall on the result.

THE DANGER OF BUREAUCRACY

Recognition of the principle of accountability to the country is the best possible antidote to the spirit of bureaucracy. Bureaucracy means an exercise of powers of government by a centralized, impersonal, self-directing and self-perpetuating organization, indifferent to public opinion, unwilling to accept accountability to any outside agency, and hard to bring to account for what it does. Bureaucracy readily employs propaganda to maintain itself. How to make available in the service of the public technical knowledge and administrative experience without creating a great machinery of rule by bureaus is becoming one of the problems of the day. It is essential for the Forest Service that it continue to guard itself most carefully against giving ground for the charge that its spirit is bureaucratic. Accountability applied through right public relations supplies a preventive.

FOREST OFFICERS AS SALESMEN

In a sense every forest officer ought to think of himself as something akin to a salesman. To build up the service's local asset of "good will," to take part in carrying the forestry idea and forestry practice to the American people, and to aid in enabling the public to judge intelligently of the nature and value of our work, each calls for something of the good salesman's attitude and aptitudes. In public relations all members of the service should have a share. And public relations' usefulness includes more than making talks, writing for newspapers, and the like. As with the sales force of a private business, the cultivation of personal qualities that help in the daily contacts is important.

Public Confidence Must be Secured

Satisfactory relations with the public can not be expected if we do not secure its confidence, through integrity, competence, fairness, and courtesy. Where the representatives of the service fail to accomplish this, local "sore spots" are at times created that may produce serious problems.

The Spirit of Cooperation to Be Sought.

There must also be consistent effort to use tact and forbearance and to create a spirit of public cooperation. An adverse or apathetic local sentiment should not be allowed to exist without trying to convert it to friendliness. The essence of the matter lies in the attitude of the individual forest officer. He must not deal with users in an autocratic manner, still less with a spirit of antagonism. He must, of course, in all cases do his duty, without fear or favor and with adequate firmness, but he should try to have the reasonableness of the regulations understood and his own actions respected, and if possible approved.

PERSONAL CONDUCT

To command public esteem forest officers must conduct themselves carefully not only in official business but also in their personal affairs. Habits, behavior, or standards that tend to bring disrepute or to lessen the regard in which they are held necessarily injure public relations. The "rules of conduct" laid down elsewhere in this Manual are intended to safeguard forest officers against courses of action in certain specific matters which might prejudice their official standing or bring embarrassment or reproach upon the Forest Service; but rules can not cover adequately all the situations that will arise. The service must look to its members to set up for themselves exacting standards of personal honor, morality, and financial integrity and responsibility.

CITIZENSHIP RESPONSIBILITIES

It is also essential that forest officers live in their communities not as alien representatives of a distant Government but as resident citizens. The law requires that certain forest officers shall, so far as practicable, be citizens of the States in which at the time of their appointment they are to serve. One of the reasons for enactment of this law was undoubtedly to prevent administration of the forests by men out of touch and sympathy with local interests. To the Forest Service not merely the form but the reality of local citizenship for its representatives is a matter of very real concern. Proper identification with the interests of their own communities and reasonable participation in the life and activities of these communities on the part of forest officers is not only permitted but encouraged.

RIGHT PUBLIC RELATIONS SECURED LARGELY THROUGH OTHER ACTIVITIES

Forest officers who realize the spirit that should animate their attitude toward the public and their jobs and who give it expression to the fullest extent thereby do much to promote right public relations. Because of the good work they have done in the past in making the forest resources serviceable, in explaining the purposes of administration, in securing public cooperation and approval, and in recognizing the accountability of the service to public opinion for a satisfactory handling of the properties of the public, the whole national-forest enterprise has been firmly established. Credit for this is due primarily to the field force, which comes into most direct contact with the public.

In short, the appearance of "public relations" on the list of organized Forest Service activities did not mean that the forest force had taken on a new task. A good forest officer has always been a valuable public relations man; and on the other hand, a man whose relations with the public are neglected can not be counted a good forest officer. In the future, as in the past, the important responsibilities of forest officers in public relations will not be met solely through specific activities pertaining to the branch of public relations. All-around good work and sympathetic acceptance of the Forest Service viewpoint count for much toward the same end.

POLITICAL ACTIVITIES FORBIDDEN

It is axiomatic that national-forest administration must be kept out of politics. The law and civil service and departmental regulations adequately and drastically prohibit objectionable personal activities of a political character. They also prohibit the use of official authority or influence to affect elections or to coerce the political action of any person or body. Maintenance of the principle of complete divorcement from the concerns of party and complete independence of control for party ends is vitally important to the Forest Service.

The law also prohibits any official outlay or use of time intended to influence Members of Congress in matters of legislation or appropriations, except as authorized by Congress. Under the procedure established for centralizing the control of recommendations and estimates for expenditures by the departments, official indorsement or advocacy of legislation that will necessitate increased Federal appropriations is prohibited unless the expenditure involved has been found by the Bureau of the Budget not to conflict with the financial policy of the President.

Just as national-forest administration must be kept free from political partisanship, it must also be kept free from the use of political methods to procure or influence legislation, Federal or State, for its own ends. Whether these ends are selfish or disinterested is immaterial. A desire to aggrandize or protect itself will probably be imputed even though the sole end in view is furtherance of the public welfare. Resentment is certain to follow a public belief that the service is a political machine, interfering with free government.

FURNISHING INFORMATION ON SUBJECTS OF LEGISLATION

It goes without saying that any exercise of administrative authority to coerce or influence the action of individuals or organizations for or against any measure advocated by the Forest Service would constitute a gross impropriety, necessitating severe disciplinary action. Lobbying, propagandizing, or participation in organizing movements to put political pressure on legislators are examples of other activities to be avoided. But the right and duty of the Forest Service to furnish information on request relating to subjects of legislation, and its duty to diffuse useful information on forestry and to facilitate intelligent, unbiased public judgment as to what is in the best public interest, must not be disregarded. For it is the duty of the service, while keeping clear of the exercise of political influence and of what may be resented as interference in the affairs of a State or local community, to exercise leadership in its special field through the formulation of sound policies and through offering and urging these policies for public consideration.

Properly conducted educational activities for progressive betterments along all the lines germane to the functions of the service are desirable and expected of all forest officers. Within the limitations prescribed by law and the provision relating to the Bureau of the Budget, as set forth in the second paragraph of this section, the facts pertinent to legislative proposals and the views of the Forest Service on the desirability of specific courses of public action should be furnished State legislative committees and public officials on request by the district forester or such representatives of the service as he may designate or authorize to act. In the discretion of the district forester or his authorized representatives requests from individuals, organizations, or representatives of the press for information of the same character may be met. And in general, while avoiding propagandism (see under "The danger of propaganda") and being careful to correctly represent the position of the service in all points involved, forest officers should endeavor to be educational influences in their communities on questions of public policy that underlie legislation.

In imparting information for this purpose, and so far as possible in responding to requests for information on the views of the service concerning specific legislative measures, its members should avoid pronouncements for or against a particular bill, but should set forth what in the judgment of the service adequate provision for public needs calls for in legislation.

LIMITATION ON PUBLIC ADVOCACY OF INDIVIDUAL VIEWS

Leadership of public opinion by the Forest Service is possible only to the extent that the service possesses the confidence of the public in its disinterestedness and sound judgment. Questions of policy must not be made a subject for public promulgation of individual views or ill-considered judgments. The largest questions of policy are departmental questions, on which no officer of the Forest Service may properly commit the service until the position of the department has been determined, or in variance from the departmental policy. Questions involving relationships between the Forest Service and other bureaus of the department or other departments of the Government are likewise departmental. Other policy questions are for the Forester to decide. There are also questions that relate to district policy. It is incumbent upon every forest officer to acquaint himself with and put himself in accord with official policy before making himself a source of information on policy matters.

UTILIZATION OF PERSONAL CONTACTS

All members of the Forest Service can diffuse information on forestry and the national forests among those with whom they come in contact. For forest officers personal contacts are particularly important as a means of making better understood what the national forests are for, why the regulations and policy are as they are, how the forests benefit local interests, and how they can be made use of more largely. To take advantage of such opportunities should be a regular part of the job.

If in personal contacts information is sought beyond what a forest officer can at the time supply, or if interest is shown indicating that additional information would be welcomed and made use of, a notation should be made to have the inquirer sent some suitable Forest Service publication. See "Distribution of publications."

Utilization of personal contacts for the purpose of giving information concerning forestry and the national forests means, of course, the use of time. Good judgment must be used in deciding how much time the value of the results to be obtained will justify. Often this will affect the work plan. For example, the question will arise to what extent time should be spent in making and utilizing contacts during a field trip.

THE NECESSITY FOR PUBLIC RELATIONS PLANS

While it is impossible to draw a hard-and-fast line between time used for other administrative purposes and for public relations, effective direction of effort calls for giving definite consideration to Public Relations in formulating forest and ranger work plans. This may not result in the scheduling of any specific time allotment to public relations. That is partly a question of the priorities to be recognized after a competent sizing up of the whole job to be swung, in accordance with general service policies. But manifestly good judgment with regard to the use of time can not be expected unless the actual needs are correctly appraised.

HOW TO MAKE PUBLIC RELATIONS PLANS

The first step in planning the place to be given to public relations in work plans should be to discover and schedule the problems requiring attention. These may be purely local, or they may be forest-wide, district-wide, and even service-wide. They can best be discovered by considering successively all other activities and asking with regard to each whether public enlightenment on it is complete, public approval pronounced, and public cooperation all that could be desired. If so, the plan need consider merely what is required to hold what has previously been won.

When these problems have been listed, the best means of attacking each of them should be formulated and set down. Intelligent decision as to how much should be attempted is then possible. The planning will, of course, weigh the relative value of the various possible projects or jobs thus presented, in comparison with the time required for each. On the basis of this, a public relations program and job list can be made up.

This method will safeguard against one of the greatest dangers in public relations work—scattered effort and wasted energy. Whatever is done should be for a definite purpose and aimed at concrete results. To be active in public relations is not an end in itself; it is worth while only for what it accomplishes. Further, there are generally many more openings than can be taken advantage of to good effect; concentration on the projects most worth while with the time available is therefore far more productive than trying for all. Priorities among projects or jobs worked up to meet specific local problems or needs is the only right course.

Supplementary instructions on making forest public relations plans will be found under "Cooperation with the press: Provision for the work—forests." Much the same method there suggested for planning publicity should be applied in deciding on the place which other forms of public relations work should have in forest and ranger work plans.

EXAMPLES OF PUBLIC RELATIONS PROBLEMS

Examples of public relations problems local to a ranger district are: Opposition to game-law enforcement in a small neighborhood; lack of sympathy with fire protection on the part of a group or class of residents or users; general dissatisfaction with service policies or methods in that particular district, due perhaps to some past mistakes or personnel maladjustments; or lack of good cooperation due to apathy. If the condition is not limited to a single ranger district, the problem becomes a forest problem. Always there is the problem of building up increased good will and promoting larger use of the forests. Public education on the subject of forest fires and the painstaking inculcation of habits of care on the part of everybody offers a problem of national scope, attack on which needs to be made by the entire service; on that account, as well as on the basis of local conditions, it has claims to a place in local plans. The same is true of the educational function of the service with respect to the practice of forestry generally.

RESPONSIBILITY FOR ACCOMPLISHMENT

Forest supervisors are expected to handle competently the public relations problems of their own forests and to make such a contribution to the advancement of district-wide and service-wide projects as the district forester may prescribe. They are responsible for seeing that such provision for public relations is made in the plans of district rangers as the needs and priorities of the individual district, the forest, and the service call for and as the qualifications of the ranger himself make advisable. Performance of the rangers should be subject to inspection and ascertained as for any other class of duties. Supervisors who are unable to carry the responsibility for meeting the usual public relations situations as they arise and directing properly the activities on the forest in this field must expect to have the fact weighed in rating their effectiveness.

District foresters will determine the success of supervisors in handling public relations matters. District public relations men should give such assistance to a supervisor in the analysis of forest public relations problems and such advice and suggestions as to the best courses of action to take as will in their judgment be of greatest value to him in handling his own work; but this does not contemplate taking the work or the responsibility for it off his hands.

MEANS AVAILABLE FOR SOLVING PROBLEMS

Utilization of personal contacts as a means of attacking public relations problems has already been mentioned. In dealing with individual situations and needs there will always be room for ingenuity in developing novel ideas and methods that by their originality and cleverness will accomplish results more successfully than old ones. Fertility in devising effective new forms of appeal to public interest on behalf of forestry is as valuable as in commercial advertising or organization drives. There are, however, various established public relations activities that offer tools for regular employment. These activities, it must be repeated, should never be thought of as desirable for their own sake; they are merely means for getting certain definite, desired results.

These means are: Group contacts; public talks; "educational cooperation," or assistance to schools and educators to bring as much forestry into the course of instruction as is beneficial to the pupils; cooperation with other agencies of an educational, social, civic, or philanthropic character, and with commercial and other organizations; cooperation with the press; signs and posters; exhibits; motion pictures; the development and use of photographic material, and of lantern slides; and the preparation, issuance, and use of official publications. Each of these calls for comment.

GROUP CONTACTS

By group contacts is meant contacts arising from the need or opportunity to work with associations of forest users or with organizations or groups of citizens having certain common interests in the work of the service, so that administration of the forests is facilitated by dealing with the group collectively.

It is the policy of the Forest Service to encourage the development of local organizations of citizens having common interests that are affected by national-forest administration. From a public relations standpoint there is no more important principle than that of getting people together wherever they have such interests. This affords a valuable safeguard against a bureaucratic spirit. It also secures the help of the public in the administrative task, creates a harmonized and unified local public sentiment on national-forest questions, and affords a means for the expression of local dissatisfaction and criticism, on occasion, so that difficulties may be straightened out. The instructions under Regulation G-18 and Regulation A-9, relating, respectively, to livestock advisory boards and to advisory committees of forest users of any class, serve to show how the service has sought to create group contacts as an instrumentality for conference, cooperation, and the expression of collective needs and wishes.

Whatever fosters a community spirit is advantageous to national-forest administration. Commercial and civic clubs are among the forms of organization that often make possible some specific kind of cooperation—as, for example, in providing for local recreation needs; but there is almost no limit to the group contacts that may either directly or indirectly contribute to better services of the forests to the public and a better appreciation of the objects for which the forests are administered. Where the local residents are pulling together with a healthy and vigorous community feeling, the task of forest officers is far less difficult than where disorganized conditions prevail and public spirit is feeble. And the more intelligent and progressive the community, the easier it is to maintain good relations with it and do business satisfactorily with forest users. Forest officers should therefore give moral support, as far as is practicable, to organizations of all kinds that make for the strengthening of community life or for a more intelligent public sentiment.

Group contacts are to a large extent established and maintained through attendance at meetings of the organization concerned. Such attendance will sometimes be primarily to acquire information; sometimes to impart information, either through an address or public talk or through informal discussion and individual contacts; or again, the purpose may be to negotiate some arrangement or agreement with the group on behalf of the Forest Service. In any case the object will be to further better relations with the group as such or to serve specific administrative ends. Public talks at meetings where attendance is not in order to establish or maintain group contacts affecting national-forest administration, but is for a broadly educational purpose, are dealt with under "Public talks."

REG. PR-1.—Forest officers are authorized to attend meetings of forest users or of citizens or organizations when such attendance is called for in the interest of public use of the forests or of their administration and protection, and when the place of meeting is within the territorial field of duty to which the forest officer is assigned, in accordance with the general or specific instructions given him by his superior officer. For attendance at meetings held outside the territorial field of duty of the forest officer specific instructions must be secured in advance.

The attendance of members of the Forest Service at meetings of organizations directly affected by national forest administration should not be greater than is called for in order to promote the most satisfactory relations with the group concerned, or greater than is consistent with careful economy in the use of funds. Care should be taken not to give ground for criticism of the service as overrepresented at such meetings. Meetings of State and National stock associations and like organizations held in any district may be attended by not more than two forest officers of that district unless by specific direction of the district forester, except where no expense for travel is involved.

PUBLIC TALKS

Public talks, lectures, speeches, or addresses other than such as are made for the purposes set forth under "Group contacts" form one of the means by which the Forest Service diffuses among the people of the United States useful information on or relating to forestry. Forest officers should seek to participate in

this educational task, the object of which is to promote the best use of all forest resources of the country, public and private. Widely diffused knowledge of the objects and methods of forestry and an intelligent public opinion concerning it are essential to its general practice and to wise public policies. Forest officers, both because of their familiarity with the actual work of the Forest Service and because of the nature of their relations with the local public, are in position to perform a very valuable educational function.

Public talks are also an important means of making better known the purposes of national-forest administration and the services that the forests render, and thus of obtaining fuller cooperation. It should be remembered, too, that the public as owner of the forests has a right to know what is being done with them and that making this known, by all available means, not only facilitates their administration and protection but also recognizes the accountability of the Forest Service to public opinion.

REG. PR-2.—Forest officers are authorized to attend meetings for the purpose of giving informational talks, lectures, or addresses relating to forestry when the place of meeting is within the territorial field of duty to which the forest officer is assigned and when the cost of attendance is of minor character, in accordance with the general or specific instructions given him by his superior officer. If travel outside the territorial field of duty is involved, special instructions must be received. If a considerable cost is involved, special instructions must be received unless attendance at the meeting is in the line of regular duty of the attending officer.

Reports on informal talks, lectures, or addresses in the districts may in the discretion of the district forester be made to him through use of revised Form 129.

Departmental Administrative Regulation 659 prohibits any employee of the Department of Agriculture from becoming a member of the faculty of any educational institution or delivering a regular course of lectures at such an institution without the approval of the Secretary.

EDUCATIONAL COOPERATION

The object of educational cooperation is to help teachers and others concerned with education to include in the school work as much about forestry as they find to be advantageous. The subject matter of forestry has a high value for the schools of the country. It is not the view of the Forest Service that forestry should be a separate study except in agricultural schools, but in teaching such subjects as nature study, geography, civics, economics, and biology a good deal about tree life, forests, and the use of forests can be introduced with decided benefit to the pupils.

School children who live near a national forest should know where and what it is, what it is for, and something about how it is run. They should understand the part that it plays in local welfare and prosperity through use of its timber, water, and forage, the need for permanence of these resources, and how sustained yields are possible through wisely regulated use. In States that have large areas of national forests they should learn how these forests are related to the economic life of the State. This is all geographic knowledge.

School children should also be interested in tree and forest life, as a part of their environment. They should, if possible, come to feel at home in the forest as a playground and place to see and learn many appealing things. The forest should be as a friend, not an enemy. In it their powers of observation should be trained and the child's natural love of outdoor life nurtured and utilized educationally. Along these lines forest study and forest play help in the field of nature study and the teaching of science branches.

Through realization of the various services of forests to man and the necessity of human care to maintain forests, the personal interest of all school children in preventing forest fires should be enlisted.

For the local forest ranger to be personally known to the school children of his district is a direct advantage to him in his work. His occasional appearance in the school, to tell the children about the nature of his duties and the desire of the Forest Service for their help and the exertion of their influence to keep down fires, will usually be welcomed by the teachers and can be arranged for in connection with other duties so as not to involve more than an incidental expenditure of time.

Favorable Openings and Desirable Methods.

American Forest Week, Arbor Day, and similar observances afford especially favorable opportunities for establishing contacts with the schools; but this should be the beginning, not the ending, of cooperation.

If a forest officer in appearing before a school can bring with him articles of equipment, specimens of tree foliage, cones, etc., and of range plants, or can give a demonstration of any matter of wood craft, both interest and the instructional value of his visit will be increased. Proper methods of building and extinguishing camp fires and methods used in fire fighting are particularly appropriate. Illustrative material in the form of lantern slides, photographs, and exhibits is dealt with under those headings.

An important aim in educational cooperation is to bring the schools themselves to take on the task of utilizing forests and forestry for their full value in education and of training the country's future citizens in their patriotic obligations in this field. Cooperation with normal schools and other agencies through which teachers are themselves taught is one way of making progress along this line.

COOPERATION WITH THE AGRICULTURAL EXTENSION SERVICE

Each State agricultural college maintains an extension service, with agricultural agents in nearly all counties and in many a home demonstration agent, while means are provided for encouraging the formation of boys and girls' clubs.

Forest officers will find that farmers' and forest users' meetings can often be advantageously arranged in cooperation with the county agricultural agent. In working with children forest officers will often find a particularly fertile field in the junior extension organization. Forestry clubs can be formed among the boys or girls, through which instruction can be given in the use, development, and protection of the forest. Aid in forming and maintaining such clubs can usually be obtained from the college of agriculture as well as from the county agricultural agent.

Cooperation which may involve work with more than one county agent or with a department in the agricultural college should be taken up through the district forester with the State director of extension. Where cooperation involves work in several States, it should be taken up through the Forester with the Extension Service of the Department of Agriculture.

COOPERATION WITH OTHER AGENCIES

Cooperation with other agencies of an educational, social, civic, or philanthropic character and with commercial and other organizations presents a broad field of varied possibilities. The reasons for such cooperation from the standpoint of national-forest administration have been brought out under the heading "Group contacts." Further reasons are afforded by the obligation of the Forest Service to diffuse useful information concerning forestry and to aid in bringing about the best use of all forest resources, public and private.

The opportunities for cooperation in this field are too diversified and the progress as yet made too restricted to give occasion for much in the way of specific instructions. The chief difficulty of the Forest Service hitherto has been not to open opportunities but to use good judgment in not scattering efforts or attempting too much through the natural desire to respond to all requests that merit attention.

For example, the purposes of the Boy Scout organization are so closely related to service activities that there is a natural meeting ground. The service should in so far as is possible give encouragement and assistance to the Boy Scout movement. As yet, however, no general plan for bringing about cooperation along lines of mutual benefit has been worked out. It is still a matter for individual experiment and arrangement as the best judgment of each forest officer may dictate. While the attitude of the service is in general sympathetic with regard to such cooperation, and while experiment is desired, care must be taken not to give more of service time and energy to cooperation with Boy Scouts than the results to be obtained from the standpoint of Forest Service interests justify. The same is true of a number of other forms of cooperation with organizations.

COOPERATION WITH THE PRESS

Cooperation with the press is everywhere important. It is called for both on account of the public function of the press as an agency for gathering and publishing news and disseminating knowledge and ideas and on account of its value to the Forest Service as a means for giving out facts and official information that should be known.

Attitude of Forest Officers Toward the Press.

It is the function of the press to inform its readers about what is going on in the world that they are interested in. The public has a right to the news, and the newspaper writer or editor is the judge as to what his readers want, and in what form. In so far as is consistent with other public duties and obligations, forest officers should be accessible to newspaper men and should endeavor to respond to all legitimate demands for information that can properly be given out.

Such cooperation must be founded on the principle of rendering service to the newspapers, not on a principle of working the newspapers for the benefit of the Forest Service. Once newspaper men understand that a forest officer recognizes their right to decide what is news, to get it if it can be given them, and to present it in the way and to the length that they believe most desirable, they will meet the service halfway. If, however, forest officers attempt to dictate how the papers shall use material relating to the service, and if they are interested in furnishing such material only when some special object will be served, their relations with the press will not be good.

It should also be recognized that the local newspaper editor is an influential man, with whom personal contact is particularly important. He should be made to feel, first, that the service is ready to cooperate with him in his effort to get and publish news, and secondly, that familiarity on his part with what the service is trying to do is desired. But he should understand that what the service wants to do is to give him opportunity to form his own judgment on each and every matter that may come up on the basis of giving him the facts, not to bias his judgment or present the facts one-sidedly.

Provision for the Work—Washington Office.

Responsibility for maintaining right relations with the press and for the supply of informational material to periodicals of all classes is lodged in the branch of public relations. The activities involved are organized as a distinct unit of the branch, designated "information." It is important in classifying activities to bear in mind that "information" has this specialized and restricted meaning, as the filing scheme indicates. In Washington the branch unit handling the work forms the "office of information."

The office of information cooperates with the departmental press service, through which are given out all prepared news items issued from Washington for general circulation, whether in the form of multigraphed material mailed directly to the press, of releases to press services, or of material furnished news syndicates for use in plate and ready-print form.

Before such items can be issued they must have the approval of the Forester and the department. Copies of all items thus issued are sent to the district foresters, the Forest Products Laboratory, and the forest experiment stations. Distribution of these items by mail from Washington is confined to States outside the western districts, leaving the field clear for supplementary distribution of the material, with or without rewriting for localization, from all district offices except District 7. Occasionally, however, items of unusual importance will reach western papers directly from Washington through the press services or resident representatives of the papers. When feasible, items with a release date are sent to the western districts long enough in advance to permit their issuance by the districts concurrently for the same date.

Requests for information received by the Washington office from individual newspapers, writers, and press representatives are handled directly by the Forest Service. If the Washington office has not the information called for and it can be had in the districts, the latter may be asked to send it to the Forester or to the applicant, or the applicant may be referred to the proper district forester or district foresters, as circumstances may make advisable. In general, however, the Washington office seeks to serve and promote the interests of the districts in all handling of information matters, and in particular (1) by putting the district foresters into immediate touch with writers and publications that may constitute valuable contacts and (2) by keeping the districts continuously informed of all informational activities in Washington that they might profit by knowing about.

The departmental press service maintains very complete mailing lists of newspapers and other periodicals. These are so carefully classified and organized that they offer an exceedingly effective tool for placing informational material. Such material originated by a district, if considerations of timeliness do not forbid and if the information would have interest for readers outside the district, may be transmitted to the Forester for issuance from Washington.

The handling of special articles is dealt with under a separate heading "Special Articles."

Provision for the Work—District Offices.

The district offices of public relations have general oversight of all district informational activities and press contacts and relationships, such as have already been indicated as falling to the branch in the Washington office, and the same character of responsibilities. It rests upon them, under the district forester, to maintain district-wide conformity with departmental and service policies governing all information work.

In the nature of the case the subject matter of most informational material will relate to the work of other offices and will affect their interests. The closest and most cordial interoffice cooperation is therefore of fundamental importance. Before giving information to the press, either orally or in writing, the chief of public relations must take all precautions necessary to insure its accuracy. Written material should have the approval of all offices concerned. And this should be with a view not only to insuring correct statement of the facts but also to prevent any working at cross purposes. Consultation and agreement should be the aim throughout.

Satisfactory results in district information work are impossible, however, if other offices are not ready to meet public relations halfway. Willing assistance should be given in the actual preparation of the material. Questions relating to agreement, style, and form generally should be recognized as matters concerning which public relations is in best position to know what is desirable. Questions relating to policy and expediency, as affecting decision whether certain information should or should not be given out, or what form statements should take should be open for discussion. When necessary, divergent views on such matters should be placed before the district forester. The need to handle news without delays that would lessen or prevent its use must be recognized.

Cooperation from other offices should include provision for bringing systematically and promptly to the attention of public relations happenings likely to provide material of interest to the press. It is essential, too, that the chief of public relations be in touch with the important developments, of problems, and broadly with what is going on in other offices.

Information will often be sought by local reporters, special writers, and the like from members of all offices. Written information furnished in response to such requests should be given out through or approved by public relations, and correspondence and memoranda in connection with them should bear a PR designation. Oral information may be given representatives of the press by any office if in accordance with the established method of the district, provided due care is observed to keep public relations in touch with what is being done. Generally speaking it is better to have reporters and writers feel that they can go to various men and find them accessible sources of information than to make public relations a mouthpiece for all. The point, however, is that public relations is charged with responsibility for right handling of press cooperation, relationships, and contacts and must not be short-circuited out of what other offices may do in this field.

No news item or article objectionable to another office may be given out by public relations unless the objection has been made known to the district forester.

District foresters must be prepared to accept full personal responsibility for all informational material given out. They will themselves approve all such material, except as they may provide through special instructions some other form of procedure adequate to safeguard the accuracy of the information, all interests of the service and the department, and the maintenance of service and departmental policies involved.

District foresters will see that the close cooperative relationships of public relations and the other district offices necessary to insure prompt and full utilization of material needed to maintain satisfactory press relationships and cooperation are maintained.

Provision for the Work—Forests.

In preparing the forest work-plan, consideration should be given annually to the place that cooperation with the press ought to be given in the plan.

A list should be made of all newspapers published in the neighborhood of the forest, and also of papers and periodicals published at a distance but known to have a considerable circulation among local users and residents.

Preferably these should be card lists, with a card for each newspaper, and pertinent information should be added in such detail as local public relations needs, problems, and recognized tasks make desirable. For example: Is the editor of the paper known to be personally well disposed to national-forest administration, indifferent, or critical of it? If well disposed, does the paper give backing, or is it only passively favorable? How well informed is the editor on the work and purposes of the service? What does his paper say editorially? What did it do on American Forest Week last year? How much news of forest affairs does it print per year? Is this amount increasing? How much news has the service given the paper? Why has more not been published?

After the analysis of the situation has thus been made both for local papers and those published at a distance, the next step should be to weigh the public relations needs of the forest, and also the contribution that the forest ought to be making to the attainment of district and service objectives. This should produce a tentative list of forest public relations objectives for the year—of things to be tried for. It will then be possible to decide what provision ought to be made for preparing and supplying informational material and for making personal contacts with the editors and reporters, and what assignments of specific tasks to individuals are called for.

Good provision for this work makes desirable a systematic record, kept up through the year, with press clippings, if practicable, concerning some if not all of the papers that circulate on the forest.

Instructions to rangers called upon under the forest work-plan to furnish local papers with information should be reasonably specific with regard to subject matter, and performances should be carefully observed. Copies of material furnished in written form and clippings of whatever is published should be sent the supervisor, if practicable. Results obtained should be discussed at time of inspection and suggestions should be made on improvement of technique. Training of the forest force in good public relations work requires attention, like that given to training in other lines.

Subject Matter.

Facts, and nothing but facts, form the proper subject matter for Forest Service publicity. This, however, does not mean that matters of belief and opinion may not be stated, provided it is made clear whose belief or opinion is being expressed and that it is belief or opinion merely. If a forest officer believes that a certain course of action is likely to have certain consequences, a statement that he believes this is a statement of fact. But in a news item responsibility for such a statement must be explicitly assumed through some wording like "According to Forest Supervisor Jones," or "The Forest Service viewpoint is," etc. News colored by opinion through failure to confine itself to facts, as defined above, is tainted and open to the charge of being propaganda.

Information That Should Not Be Furnished.

Information concerning matters pending for decision before the Secretary of Agriculture or the Forester, or which might develop differences of a controversial nature between the Forest Service and any other bureau or department of the Government, should not be furnished the press. Criticism of any other bureau or department of the Government and of other public agencies should always be avoided.

Material Suitable For Local News Items.

Examples of the sort of material suitable for local news items can be found in practically every line of national-forest work. The starting of new improvement projects, fires (including details not only as to date, location, area, and damage, but also as to how and by whom the fire was discovered, who fought it, etc.), news concerning timber sales, grazing, special-use permits, statements as to volume of business, range conditions, reports on wild life, amounts of stock, and explanations of new regulations and instructions are all matters of interest to the public. Use of such opportunities to give the local public a clear idea of the general purpose of our work, its extent, and the way we are doing it can do much to remove current misconceptions and bring about a better local feeling toward the service. Even where our work is well understood, it is desirable to keep the public reminded of the fact that we are actively striving to develop the forests and to make them of service.

The Technique of News Writing.

News stories have a form and style of their own. To have items printed they must be clothed in newspaper attire. Form and style vary to some degree with the individual newspaper, but certain general characteristics are found in all news stories.

In form the most important things to bear in mind are (1) that the opening paragraph, and if possible the opening sentence, should give the heart of the whole story, and (2) that the heart of a news story is its news. To be news the story must have both interest and timeliness. As a rule it should answer at the outset the questions: Who? When? Where? What? If the first sentence is written as though it were to be the only one, a good lead should be secured. Half the time spent in preparing a news item may be given to the lead, even by practiced writers.

Following should come the more detailed statements. Regardless of chronological order, the most important fact should follow first, the next in importance second, and so on. With this procedure, the item will lose its least important details should the editor, if pressed for space, cut off the last paragraphs.

Timeliness is of the essence of news. To prepare a news item on the fires of a season along chronological lines would be fatal. For example, "The fire season of 1925 opened on the Black Hills National Forest on May 14, when a small brush fire was extinguished, with a damage of \$10," would be a good beginning for an item prepared the next day, but a very poor way to start a story in the fall. Contrast this with such leads as, "During the fire season just closed the total damage caused by fire on the Black Hills National Forest was \$18,000"; "With the extinguishing of the four days' fire on Rapid Creek to-day Forest Supervisor Jones reports that the fire season of 1925 is practically at an end in the Black Hills"; "A report issued to-day by Forest Supervisor Jones discloses that the fire season of 1925 was exceptionally prolonged in the Black Hills." All these leads aim at timeliness, combined with avoidance of triviality in the opening statement.

For good news style simple, nontechnical words, simple sentence structure, and unadorned rhetoric should be sought. Words which, though familiar enough to the writer, may not be so to readers of the paper should be weeded out. Short sentences are desirable, though the essential matter is not so much shortness as lucidity; the reader must be able to get the meaning at once, and without effort. What is sometimes called "fine writing" should be shunned. In short, the style should be easy, natural, and everyday, as one would talk or write a letter, not labored and essaylike. The fewer adjectives the better.

Special Articles.

The technique of writing magazine articles or feature stories differs in several respects from that of writing news items. The lead is less formal, and its effort is directed toward awakening interest rather than toward presenting a summary of the story. The development of the body of the article or feature story allows of more varied treatment. The end of the article should have a punch, and interest be sustained to the very close. Good photographs are usually of material aid in securing acceptance. If the special article is signed, it may express a point of view freely without bad technique.

Approval of Official Articles.

Approval of special articles before their publication will be as follows:

Special articles prepared as official information and intended for local use are in the same class with news items. Because of the greater latitude, however, that they afford for the expression of personal views, considerable care is necessary to safeguard their correctness, consistency with service policies, and advisability. In the district offices they should not be offered for publication without the authorization of the district forester and without submittal to the chief of public relations. On the forests they should be approved or authorized by the forest supervisor.

Important points to watch are (1) not to get into controversies, (2) not to get out of line with service and departmental policies, and (3) to safeguard good relationships with other bureaus and other departments. Obviously criticism, expressed or implied, of any other bureau or department and of other public agencies must be avoided.

In the relations of the service with the Biological Survey, Public Roads, Entomology, and other bureaus it is important to prevent any feeling that they are not given sufficient recognition, either in credit for their work or through failure to obtain their approval of articles that partly concern their work. As other bureaus of the department are much more centralized than the Forest

Service, approval of such articles by field representatives of these bureaus may not in all cases meet the need. When necessary to insure the acceptability of articles of this character by bureaus whose interests are involved, the articles should be transmitted to the Forester for submittal to the chiefs of such bureaus.

Special articles officially prepared and intended not for local use but for publication outside the district are subject to such requirements with regard to approval and handling as the district forester may prescribe. They will not be sent to the Forester for his approval unless they need to be submitted to other bureaus or departments in Washington or considered by the Forester because of some doubt as to the course or policy that he might wish to pursue. Unless requested otherwise, the Forester will return any articles sent him, after approval, to the district for placing with the agency of publication.

Approval of Personal Articles.

Personal articles—that is, articles written by members of the service not as a part of their official work but as a personal activity in their own time—are subject to no restrictions or need for approval if they do not involve compensation, do not deal with questions of policy, do not embody unpublished investigative results, and do not show a connection of the author with the department.

Personal writing done with expectation of pay falls under the limitations prescribed for all kinds of outside work for pay. They are set forth in paragraph 661 of the Administrative Regulations. No authorization to engage in such work is required; the regulation merely specifies what is forbidden—for example, work which results in the impairment of full-time service or of efficiency.

SIGNS AND POSTERS, CARDS, STICKERS, BUTTONS, ETC.

Advertising is a legitimate and necessary activity of the Forest Service and is one of the functions of the branch of public relations. Protection and development of the forests demand the use of various kinds and forms of advertising. Signs and posters calling attention to some feature of the forest or requesting cooperation in protecting the area come under advertising. There should be the fullest cooperation and coordination of the offices especially concerned and public relations in devising and getting out all classes of advertising material. This includes signs and posters; wind-shield stickers; post cards of lookout stations, scenic attractions, and other features; lapel buttons; and other novelties used in fire-prevention propaganda—in fact, all advertising or publicity devices.

The printing of such material must be in accordance with the instructions given under "Printing."

Expenditures for devices or novelties, and for any special or unusual forms of educational activity in connection with fire prevention, must not be made without careful regard for the limitations imposed by law and sound administrative policy. Ordinarily, of course, Government property can not be given away. Strictly construed, this would make illegal any distribution of purchased articles, no matter how small their value. On the other hand, the Secretary of Agriculture is given broad authority to make expenditures "necessary for the administration and protection of the national forests."

No hard and fast rule can be laid down by which forest officers can determine in all cases what will be classed as necessary. Doubtful cases should be referred to the Forester. While the decision is primarily one of administrative judgment and the final administrative judgment is that of the Secretary of Agriculture, even his judgment is subject to review as to the reasonableness of his determination of necessity, by the Comptroller General. Past decisions and opinions have not been numerous enough to provide an adequate basis for formulating a completed policy.

Ingenuity in developing new and more effective methods of preventing man-caused fires is desirable and commendable, but it must be balanced by discretion and good sense. The purchase and distribution of articles of trifling value such as are in common use for commercial advertising, if they provide a warning against careless use of fire and are so distributed that it is plain they should be of real effect, have adequate sanction. Yet this does not open the door to large-scale or indiscriminate adoption of this form of fire-prevention propaganda.

EXHIBITS

The extension activities of the Department of Agriculture, including exhibits and motion pictures, are under the general oversight of the Director of Extension Work. He is in direct charge of the Extension Service of the department, which includes the Office of Exhibits. The Forest Service cooperates in exhibits work with this office.

For administrative purposes two classes of exhibitions are recognized—(1) those made at State, interstate, and international fairs and (2) local exhibits. Fairs which though not named State fairs draw attendance and exhibits from a large portion of one or more States are included in the first class; but county fairs fall in the second, as do such minor exhibits as window displays, floats, and exhibits at schools.

The Office of Exhibits operates under an appropriation which provides for exhibits at State, interstate, and international fairs and expositions only, and can engage in other exhibitions only as funds can be provided to relieve it from all resulting charges. Consequently, if material the original cost of which was met from this fund is desired for use, elsewhere than at class 1 exhibitions, reimbursement of all expenses entailed, including such items as depreciation and renovation, handling and record, and replacement in case of loss, must be assured the Office of Exhibits either from Forest Service or outside funds.

The Office of Exhibits maintains facilities and employs experts for the production of exhibit material through use both of the special exhibits fund and of funds that the bureaus make available for this purpose. It also handles arrangements for exhibitions.

PERSONNEL IN REGIONS TO HANDLE STATE FAIR EXHIBITS ^a

Exhibitions at State fairs in the West will be conducted on the same basis as in all other parts of the United States. Personnel should be recommended with provision for travel and subsistence. Personnel programs will be made on the basis of a temporary committee of two men each year for managing and demonstrating department exhibits for each exhibition occasion.

When the Office of Exhibits furnishes a list of fairs and exhibition groups for each season, the Forest Service will suggest to the Office of Exhibits the fairs that its regional personnel can most conveniently reach and for which it is in position to furnish personnel. From these suggestions the Office of Exhibits will prepare an equitable personnel program for the fairs arranging as far as possible for the man in charge at each occasion to be one with experience in exhibition circuit work.

The Office of Exhibits issues instructions to the man in charge of the exhibits committee relative to plans, arrangements, and expenditures for exhibits, but does not issue instructions concerning the use of time by or the movement of forest officers, direction of which rests with the Forest Service, except when forest officers are detailed temporarily to the Office of Exhibits. Copies of all instructions issued by the Office of Exhibits are sent to the Forester, if the man in charge is a member of the Forest Service.

^a Amdt. No. 276, effective Aug. 1, 1930.

Forest officers serving as members of local departmental exhibits committees act on those committees in a dual capacity. The committee itself has such responsibilities as are delegated to it by the office of exhibits with regard to arranging for and conducting exhibitions. In addition, each member has an obligation to his own bureau, as its representative, to endeavor to secure such provision for its work and needs as may reasonably be asked. In case the plans or allotment of funds seem inadequate to take care of service needs, the fact should be made known to the district forester in order that he may, in his discretion, bring the matter to the attention of the Forester.

Procedure.

Requests received by forest officers for class 1 exhibitions will be referred to the office of exhibits through the Forester's office. Preliminary inquiries which may or may not lead to a request for a class 1 exhibit may be answered by forest officers for the purpose of giving information that will help the applicant decide whether he wishes to make such a request.

Custody of Material.

All exhibit material will be charged to the district in which it is being used or held. Transfers of material between districts will be handled in the same manner as other property transfers. Material which is the property of the office of exhibits will be held in custody by the chairman of the departmental exhibits committee under such regulations as the office of exhibits may issue.

Records.

Adequate records should be kept by the district forester covering each item of exhibit material in his charge, together with a record of its use and condition, and annually, on January 1, an inventory should be sent to the Forester.

Obtaining Material—Paying Costs.

Such Forest Service material as is on hand in the districts may be obtained for local use or for interdistrict transfer through arrangement with the district forester concerned.

Transportation—Installation.

Cost of transporting and installing material for use at State, interstate, or international fairs is usually borne by the fair authorities. The office of exhibits is asking this in order that department funds may be available for conducting a larger number of exhibitions and for the construction of more new material. If it is desired to use exhibit material at other places, the same course should generally be followed; but charges may in the discretion of the district forester be paid from district funds. Use of material that is the property of the office of exhibits entails provision for meeting not only the cost of transporting and installing it but also the charges for handling, renovation, deterioration, overhead, etc., that the office of exhibits may incur in consequence of such use. Methods for determining such charges rest with the office of exhibits, from which must be derived the instructions necessary for making available our material.

Production of Exhibits.

When construction of exhibit material of a permanent character and involving any material outlay is proposed or desired, the matter should be submitted to the Forester in project form. This should show clearly—

(1) What specific idea or information the exhibit is intended to convey; (2) where it will be shown; (3) what groups or classes of people it is intended to reach; (4) what reaction is desired in the minds of those seeing it.

The work of construction will be by the Office of Exhibits unless some exceptional reason exists for construction elsewhere, and authorization of the project by the Office of Exhibits is necessary in any case. Proposals for projects should be accompanied by copies of any photographs, charts, diagrams, etc., that are to be incorporated in the exhibit, and if possible a rough sketch of the make-up, and should be accompanied by suggestions as to the form or character the exhibit might take. On request of the Forester, the Office of Exhibits will prepare preliminary designs for his consideration. The final plans must have the joint approval of the Office of Exhibits and the Forester.

The California district has an expert in the design and construction of exhibit material whose services are in part available for project work in other districts. His work is largely concerned with class 1 material, which is paid for from departmental funds. Projects contemplating use of his services should be submitted as indicated above.

Demonstration.

Adequate demonstration is very important. It should be the aim in showing exhibit material to make it tell a story. Unless this can be done, the effort made will be of doubtful value. This is particularly true of local material which is brought together by district men, supervisors, or rangers. Cards or signs with information phrased in a few carefully chosen words that will effectively drive the point home are the more important when it is not possible to have some one continuously in attendance to demonstrate.

The uniform should always be worn by forest officers demonstrating exhibits.

It is good practice to secure names of visitors who may express an interest in forestry, to the end that they may be furnished later with information. An open book with a card inviting those interested to enter their names and addresses serves very well.

MOTION PICTURES

Motion pictures afford a valuable tool for the betterment of public relations and for diffusing information on forestry. Their use for forest officers is chiefly to increase the interest of the public in fire control, to facilitate the introduction of better methods of forest, range, and livestock management, and in general to promote fuller and better use of the forests. Their local display is secured chiefly through their loan to schools and other educational agencies, their use in connection with public talk or talks at schools made by forest officers, and their showing at commercial motion-picture houses either as part of the regular program or under special arrangement.

To a limited extent motion pictures have been used at farmers' meetings or community meetings arranged for by the local county agent in cooperation with forest officers, with projecting apparatus furnished by the county agent. So used they have proved exceedingly valuable as a means of obtaining more cordial cooperation in isolated communities where motion pictures are a rarity. They have proved effective means in such communities of overcoming incendiarism, opposition to game-law enforcement, or ignorance of the objects and methods of national-forest administration.

How to Obtain Films for Use.

Under the administrative regulations of the department the custody and circulation of motion-picture films is centralized in the Office of Motion Pictures. A list of all the motion-picture films of the department is published (Miscellaneous Circular 27, with supplements or revisions) and can be obtained by forest officers from the district forester. Any district needing to have a film or films assigned to it for a specific period should so notify the Forester, who will arrange for the assignment if possible. Forest officers should make application to their district forester as far in advance as possible for any films which they may need. On account of the many demands upon the departmental Office of Motion Pictures for films relating to Forest Service activities, films can not usually be obtained on short notice. Requests for the assignment of films should set forth the kind and amount of use in prospect.

^a Reports on the use of films should be sent to the Forester in duplicate, on Form 471, as early as possible after motion-picture programs are completed.

Film Production.

Motion-picture production by bureaus of the Department of Agriculture is a cooperative activity of the bureaus and the departmental Office of Motion Pictures, in which is centralized the custody and use of all apparatus for taking and developing motion pictures.

^a Amdt. No. 181, effective July 1, 1929.

The forest Service initiates projects for obtaining new films relating to its work. Before a film can be taken a detailed scenario for it must be approved by the Forester, the chief of the Office of Motion Pictures, and the Director of Extension Work. The taking of the film by a director and photographer assigned by the Office of Motion Pictures, working with a subject-matter director designated by the Forest Service. In case of disagreement between the Office of Motion Pictures and the Forest Service in any matter relating to the production of a film, the question is submitted jointly to the Director of Extension Work for decision.

All expenses of travel and subsistence in connection with the taking of motion pictures are borne by the Forest Service or its cooperators. After the film is made it is edited into final form by the Office of Motion Pictures and the Forest Service jointly. The negative of the completed film and at least one positive, constituting the file copy, are without cost to the Forest Service, but duplicate copies for circulation usually involve payment by the Forest Service of the cost.

Further details with regard to procedure and departmental policy in motion-picture matters are embodied in the Administrative Regulations of the Department of Agriculture.

Forest officers who find that there is need for a new film along a line not adequately covered by existing films, or who consider that there is especially good opportunity in their neighborhood to obtain a valuable film, or who can offer valuable ideas for scenarios, are asked to submit suggestions to their district forester, who will, if advisable, forward these suggestions, with comment or recommendations, to the Forester. A list of subjects to be filmed each year is made up by the Office of Motion Pictures in the month of January, and to insure consideration of Forest Service projects in the preparation of this list they must be submitted by the Forester not later than January 15. District suggestions for new projects should therefore reach the Forester not later than January 1. Preferably they should be submitted individually as the need or desirability of undertaking them becomes apparent, so that there may be time for giving them careful consideration and for obtaining the views, on occasion, of other districts before making the final list.

Securing Cooperation.

When opportunity arises for securing cooperation in the making of a needed film, the following procedure should be followed:

It should be explained that the picture should have as wide application as possible, so that its distribution need not be confined to a restricted territory.

There should be a clear understanding in advance as to whether the Forest Service or a cooperating public agency is to be responsible for decisions on questions of subject matter.

Provision for payment of travel and subsistence for two men assigned to the project by the Office of Motion Pictures—a director and a photographer—must be arranged between the Forest Service and the cooperating agency. The field cost of a 1-reel (1,000-foot) film will normally approximate \$500.

It should be explained to cooperators that the field costs are a minor part of the total expense. The laboratory costs (borne by the department) are usually twice the field costs.

Distribution plans should be agreed on before the picture is attempted or it should be made clear that the department reserves the right to make the plans that seem best.

Department Requirements.

The picture will be "presented" by the department. In cooperative productions if credit is desired by the cooperator it may be given in a subtitle.

The negative of the film will be the property of the Department of Agriculture, but cooperators may purchase copies subject to the following conditions:

Authority for all purchases must be obtained from the department.

No changes may be made in the subject matter without approval from the department; credit to the department must be retained, and no advertising matter may be inserted or added.

Prices.

Purchasers are required to pay for transportation of purchased films from the laboratories, where the copies are made, and in some cases for other small expenses, in addition to the cost of the film, which is as follows:

On standard-width slow-burning film stock, 3.2 cents a foot, or approximately \$32 for a standard reel of 1,000 feet.

On standard-width inflammable film stock, 2 cents a foot, or about \$20 for a thousand-foot reel.

On narrow-width, slow-burning film stock, 2.6 cents a foot.

These figures are subject to change as new bids are received.

Motion Pictures in Educational Work.

School authorities recognize that visual instruction is an important means of teaching, for children learn more readily through sight than through hearing. One hour's intelligent use of a film will clarify several days' reading or study and will impress its subject matter deeply upon a child's mind. Educational films also permit correlation of such studies as botany, geography, history, agriculture, natural science, and English. One film shown to several classes can serve as the foundation for development along all of these lines.

If a school is equipped with an auditorium and a motion-picture projector, arrangements can usually be made for the showing of Forest Service films. Where no such facilities are at hand, theater owners in the locality can often be induced to place their motion-picture houses at the disposal of the schools for an hour's time one morning a week.

As a suggestion for use before school classes, select, if possible, a one-reel film that will take only 15 or 20 minutes to run off. Make a short introductory talk, sketching in a general way the film to be shown, but not going into enough detail to destroy the interest in the reel itself. Run off the film, then use a few minutes for a general discussion, asking such questions as will bring out whether the children understand the main points. Then run the reel off a second time, calling attention to specific points and clearing up any hazy ideas and rectifying any false impressions that may have been gained. This can all be done in a 45-minute or an hour period. A second reel continuing the same topic can be similarly shown a week or even a month later. Each showing may serve as a basis for further classroom work directed by the teacher.

PHOTOGRAPHIC MATERIAL

Through photography is obtained most of the pictorial material employed by the Forest Service for purposes of illustration and instruction in its various public relations activities. A large supply of high-grade photographs is essential, and this supply must be constantly augmented by fresh material, since pictures which have become familiar to the public lack effectiveness. While photography also serves other lines of work, the present chief need for its employment in the field is to obtain illustrative material for public relations purposes.

These purposes include (1) illustration of official publications; (2) illustration of the work of the service and the imparting of information on forestry through the medium of lantern slides and bromide enlargements; (3) the supply of photographic prints to the press and to writers and authors as a means of promoting better knowledge of the methods and purposes of forestry; (4) provision of educational material adapted to use by schools in visual instruction, in connection with the established curriculum.

Respective Functions of the Branches of Public Relations and Engineering in Photography.

Instructions regarding photographic work are contained in the Engineering Section of the Manual. The branch of engineering maintains the Forest Service photography laboratory as a centralized agency of service for the use of all branches in the prosecution of their several lines of work, handles the business incidental to production and sale of photographic material, issues instructions on procedure in making use of the laboratory and on general policy governing all branches in their photographic work and use of photographic material, furnishes expert assistance and guidance in the technique of photography, and supervises technical performance.

The branch of public relations has charge of the general service photograph collection and is responsible for securing the production of material needed to further its purposes, for suitable and effective use of such material, and for policy in matters falling within the branch field of jurisdiction.

Supervision of the use of field camera equipment, including the maintenance of such equipment, the assignment of cameras so as best to meet the needs of all lines of service work, and their effective use, is lodged with public relations because the present use of cameras relates so largely to obtaining illustrative material required by the branch. This supervisory responsibility, however, is delegated to the branch on behalf of the service as a whole and must be exercised from a service viewpoint, with full consideration of and impartial provision for the needs of all lines of work in accordance with the relative importance of the

results obtainable. In this, as in the maintenance of central photographic collections, the branch is charged with a function of service to the entire organization.

Correspondence relating to the use of photography and photographic material for public relations purposes, and correspondence with regard to assignments and use of cameras unless it concerns the interests of some other branch in securing assignments for the furtherance of its own work, should bear a PR designation.

District Office May Combine Photograph Collection and Library.

Photographic collections are closely related to the library. It should be the aim to make them available for reference purposes as broadly as possible and to have them serve as files and records of scientific information and administrative activities. In the discretion of the district forester, the custody of the district photographic collection may be assigned to the district librarian. In several districts the library has been placed in charge of the chief of public relations. This arrangement is permissible on grounds of expediency, but Washington supervision of all district libraries will continue to be exercised by the branch of research, and correspondence relating to library matters will be designated and filed as correspondence of that branch.

Additions to District Photograph Collections.

One print of every photograph taken in the districts will be sent to the district forester, with typewritten copy of the author's description, as promptly as possible after receipt of the film or negative by the photographer in Washington. From these prints the district chief of public relations, in agreement with the chief of any other office concerned or under such other procedure as the district forester may establish, will select such as are desired for addition to the district collection.

Cameras.

All cameras and camera equipment in the district will be in charge of public relations, which will be responsible, under the district forester, for the best distribution and fullest use of cameras. Except as assigned by public relations to another office in the district or to a forest, they will be in the custody of public relations and so carried on the property records. All assignments will be for specified periods, which shall in no case extend beyond the close of the calendar year. Reassignments to offices and forests from which there is no occasion to ask return of the camera or cameras previously assigned will at that time be made by public relations on the basis of results obtained and continuing needs. All cameras not so reassigned will be promptly turned over to public relations.

No individual or office can be regarded as entitled to have or hold a camera on the basis of any claim other than that of continuous need for specific purposes, and actual use to good purpose, as measured by results of value to the service, must be shown to support a request for reassignment. Cameras should not be held for extended periods of nonuse, even under assignment; if active use of the camera ceases before the period for which it was assigned terminates, the camera should be returned to public relations for reassignment elsewhere in case it is needed. Due recognition, however, must be given by public relations to the fact that a man can use to best advantage a camera with which he has become familiar.

In case of disagreement between public relations and any other office regarding the desirability of making any camera assignment requested by the other office or for a forest, decision will be made by the district forester. Requests for assignments should set forth specifically for what purpose and length of time the camera is needed. It is the duty of public relations before making assignments to take into account (1) the importance of the need, from a service standpoint, and the kind of equipment required to do the work satisfactorily; (2) the equipment available, whether in stock or under assignment elsewhere for less necessary purposes; (3) the qualifications of the individual for whose use the camera is asked, as a photographer; and (4) the likelihood that pictures will be obtained valuable also, qualitatively and quantitatively, for Public Relations purposes.

The last of these considerations should have only incidental weight; the work of other offices is not to be esteemed as in any way subordinated to that of public relations. When such assignments are in view, the qualifications as a photographer of the individual who will use the camera should be taken into account primarily from the standpoint of ability to get pictures of the quality called for by the work itself.

Judgment as to the results obtained through the assignments made will be based on the photographs secured, as shown by the prints returned to the district after development in Washington, or turned in to PR if prints are developed locally. When assignments fail to produce adequate results the question of reassignment automatically comes up. High-grade cameras should be in the hands of men who can and do obtain commensurate results. The kind of camera that should be assigned must be decided by public relations, not the individual, on the basis of actual needs, other demands, and equipment available. Until cameras not of modern type can be replaced those which are inconvenient because of bulkiness should be assigned when bulkiness will least militate against their use. It should be borne in mind also that only a good photographer can get full service out of a high-grade camera; a man inexperienced in use of the instrument will do about as well with an inferior as with a first-class one.

All cameras which are unserviceable because out of order should be so reported and steps taken either to repair them or, if this is not worth while, to turn them in for retirement. As funds permit, new cameras will be supplied to take the place of obsolete and worn-out equipment. For ordinary field use the Eastman 3-A Special has been adopted as standard.¹¹⁹

Personal Photographs.

The Forest Service has urgent need of more good photographs, and it is the duty of all forest officers who have opportunity to obtain such photographs incidental to other official work to obtain them and make them available. This duty rests particularly on men interested and skilled in photography. Such men are not free to take pictures on service time or on trips made at the expense of the Forest Service as a personal activity and refuse to make them available for service needs, even though they furnish their own equipment. The service relies with confidence on the loyalty and good sense of its members to insure cheerful cooperation in supplying its known need while they are on duty. District foresters will adopt such measure as may be necessary to bring about satisfactory compliance with this requirement of the service and to enlist the interest of forest officers who know how to take good pictures in helping supply the need. There is of course no wish to discourage the taking of personal pictures for the pleasure of the individual whenever this does not conflict with official obligations.

Kinds of Photographs Desired.

The kinds of photographs most desired are (1) those illustrating national-forest activities—protection, timber sales, grazing, recreational use, etc.; (2) those showing forest and range conditions, scenic attractions, etc.; (3) "human interest" pictures of any kind illustrative of forest use, work, or conditions; (4) wild-life pictures; (5) striking pictures of typical specimens of trees or of any unusual growth or curiosity; (6) pictures illustrative of methods used in lumbering. It is essential, however, that care be taken not to obtain pictures that are commonplace in subject matter or inferior in quality. Scenic pictures particularly must be taken with good judgment and skill in order to be useful, for they must be really beautiful and show something that will arrest attention if they are to have value for the Forest Service.

Lantern Slides.

Lantern slides are made, on requisition approved by the chief of the branch of public relations, by the photograph laboratory and are colored, if coloring is called for, in the branch of public relations. Because of the large demands upon the artist, coloring may involve more or less delay in completing the slides and is not possible except to a limited extent. If there are reasons that create an especially urgent need for early completion of slides requisitioned, or for their completion by a certain date, the reasons should be given on the face of the requisition or by letter. Merely filling in with a date the space for indicating on the requisition "when wanted" will not, in the case of lantern slides that are to be colored, make it possible to give the work priority over work requisitioned earlier.

All requisitions for lantern slides made by forest officers in the district must be approved by the district chief of public relations. Field coloring will be arranged for by him to the extent that may be necessary to meet district requirements in excess of what the Washington office can handle, or without delay.

Requisitions for transmittal to Washington should be forwarded in duplicate if for uncolored slides and in triplicate if for colored.

Lantern-slide collections are maintained in the district offices to meet district needs for slides in connection with public talks and educational cooperation, and

sets or small collections for use on one or more forests may in the discretion of the district forester be placed in forest headquarters. All lantern slides in the district are to be considered a part of the district collection, which is under the charge of public relations. Sets of slides drawn from the collection by an individual for use in connection with talks or lectures must be promptly returned when active use of them ceases. If advisable, in the judgment of public relations, portions of the collection may be maintained as sets illustrating a particular topic or lecture; ordinarily, however, it is preferable to have a memorandum made of the collection or negative numbers of individual slides forming such a set, so that they may be assembled on occasion without holding them out from the collection.

Public relations is responsible for such a handling of the entire district collection, including slides assigned to a forest, as will bring about the largest and most effective use of the supply of slides.

Certain sets of slides have been made up at Washington to illustrate various subjects, such as "Forestry in the United States," "Work of the Forest Service," "Life of a tree," etc., and a text has been prepared affording a lecture outline to accompany each set of slides. A list of the outlines available can be obtained from the district forester, as can also the outlines themselves. As rapidly as possible the districts will equip themselves with such outlines to accompany sets made up in the districts with a view to supplying localized information and slide illustrations best adapted to district needs.

Equipment for Displaying Slides.

As in the case of motion pictures, lantern slides can often be made use of to great advantage in obtaining the interest and cooperation of groups and communities in small towns and settlements where no facilities for projection will be found. Most of the district offices are supplied with equipment which can be obtained for forest use to a greater or less extent. It is probable that in time many forests will have equipment of their own. Where headquarters of two or more forests are in the same locality, shared equipment is practicable. Forest supervisors needing equipment for lantern-slide projection should exercise sound judgment with regard to the relative importance of the expenditure of forest funds for this as against other purposes, and act accordingly. No purchases of lantern-slide equipment may be made in the districts without the approval of the district chief of public relations, from whom information should be sought concerning the kind of equipment most desirable and its cost.

Effective Use of Slides.

While the circulation of sets of slides accompanied by lecture outlines for use by schools or elsewhere by speakers not members of the Forest Service is often valuable, the most general use of service slides will ordinarily be in connection with talks by forest officers. Some suggestions regarding technique are in order.

It is much easier for an unpracticed talker to give a public talk with lantern slides than without. The slides give him the thread and suggest the substance of what he has planned to say, and they also transfer both his own attention and that of his audience from himself to the picture, thus lessening his self-consciousness, the commonest difficulty and impediment to success. .

There is an accompanying danger. The speaker must be careful not to forget his auditors in thinking about his pictures. He must keep himself faced toward those to whom he is talking. If he uses a pointer he must still turn his face away from the picture as he speaks.

He must therefore know his pictures thoroughly and have decided beforehand just what he wants the audience to see in them. But this should not be brought to their attention in a monotonous manner for each picture separately—"This picture shows a—," "This is a picture of—." Instead the pictures should be arranged in groups, like sentences in a paragraph, with a logical connection, and the talk to accompany their display should run through the paragraph without pauses and fresh starts each time the picture is changed. With a little care in preparation this is all easily worked out.

What is said should be spoken not too fast to be easily understood, nor in too low a tone, but not so slowly as to be hesitating.

The beginning and the ending of a talk are hardest and require most care. If the talk just stops, the effect is bad; if it fails to stop because the speaker does not know how to leave off, the effect is worse.

One who has decided beforehand just what he wants to say, has studied his slides so that he knows all the time what will come next, who does not rush the slides too fast for the audience to take them in nor forget about them while he branches off into a side discourse, and who makes himself intelligible to his auditors without taxing their attention, will have no trouble in making a good lantern-slide talk.

The Sale of Photographic Material.

The Forest Service has authority to sell photographic material of various kinds produced in its laboratory. Payment for such material is made into a cooperative fund. Wide educational use of photographic prints, enlargements, and lantern slides should be sought. Sales of these for the use of schools as material of visual instruction in connection with their courses or to place framed on the walls of the schoolroom are particularly worth while.

Organizations and individuals should be encouraged to buy photographic material wherever its use will really contribute to the diffusion of knowledge of forestry or the promotion of better relations with the public. Sales of colored lantern slides and transparencies must be authorized by the Forester, because of limited facilities for doing the work. For other classes of material sales may be arranged by any forest officer. Requisitions for sales originating in the districts must be transmitted through the district forester and be approved by the district chief of public relations.

Sales to concerns or individuals desiring photographic prints, enlargements, and transparencies for use in advertising, for display in places of business, or for a purely personal use should not be encouraged, but will not be refused if the facilities of the service make it possible to execute the work and the purpose or circumstances create no reasons for declining it. Requisitions for photographic material to be sold should indicate the use contemplated.

If reproduction of prints by the purchaser is contemplated, sales arranged by forest officers must be conditional upon approval by the Forester and the prospective purchaser must be so informed. This is necessary to preserve control by the Forest Service of the use of its photographs. Sales of prints will not be made to commercial photographers or other agencies for reproducing photographs for sale to the general public or the press unless it appears to the satisfaction of the Forester that reproduction and sale of the photographs desired will promote the work of the service and unless the purchaser agrees to conform to such special stipulations as the Forester may consider advisable to insure this. Photographic prints sold for use in ways not involving their reproduction will be stamped "Not to be reproduced without the consent of the U. S. Forest Service."

Free Distribution of Photographic Material.

Photographic prints and, in exceptional cases, other classes of photographic material may be given free distribution when this is in the interest of the work of the Forest Service and the object in view can not equally well be obtained through a cooperative sale. In general, prints are furnished free for publicity purposes, if to be used with Forest Service credit line or to accompany information on the work of the service or the subject of forestry. Railroads, resorts, and similar organizations may be furnished free prints for booklets and folders that will tend to promote use or protection of the national forests, or knowledge of forestry.

A reasonable supply of prints which it is desired to have on hand for publicity purposes will be furnished by the photograph laboratory to the district officers and to forest supervisors on requisition.

PREPARATION, ISSUANCE, AND USE OF OFFICIAL PUBLICATIONS

Official publications of the Forest Service include (1) those intended primarily or exclusively for internal use, such as the Forest Service Directory, the Instructions for Appraising Stumpage, and the Telephone Trouble Book; (2) those intended primarily for public distribution.

Publications for Use by a Single District.

Publications of both classes may, if authorized by the Forester, be prepared and issued for the use of a single district. Authorization should in all cases be obtained before the writing of the publication begins. Requests for authorization should indicate the general scope of the work proposed, and copies of the request should be sent to all other districts. If any other district is interested in having the proposal broadened or modified, it should promptly inform the Forester.

After the Forester has authorized a district to prepare a publication use of which is not contemplated elsewhere, the procedure will be in accordance with that laid down for other publications.

Publication Through an Outside Agency.

It is often advantageous to the service to publish official information in other ways than that afforded by the Government Printing Office. For the most part such outside publication takes place in the form of papers and articles furnished trade, technical, scientific, and other periodicals, or of reports contributed to form part of a larger publication on some special subject. This constitutes official publication and requires to be handled accordingly. The policy and procedure governing contributions to periodical and other publications are dealt with under "Special articles" and "Cooperation with the press."

If a reprint for the use of the service is to be furnished, or if the material furnished by the service is to be published by the cooperating agency as a complete book, pamphlet, or leaflet, the course to be pursued must conform with the following instructions:

(1) The Forest Service can not pay, directly or indirectly, any part of the cost of publication, since it is required by law that all printing for the Government shall be done by the Public Printer.

(2) The purchase of reprints for use in correspondence or any other form of outside distribution is not permissible. Such purchases are uniformly held by the Comptroller General as in violation of the requirement of law specified above. A bona-fide purchase of a few reprints for the supply of field libraries and the use and information of members of the Forest Service may under some circumstances be legal, but should not be attempted without advance authorization by the Forester.

(3) In all arrangements for a publication to be issued cooperatively the terms of cooperation must be designed to secure in the fullest degree practicable the advancement of the interests of the service and the public. Consideration should be given (a) to obtaining if possible a supply of copies free of cost; (b) to bringing about the most effective diffusion of the information to be published either through free distribution on the part of the cooperating agency or through sale of the publication to outside purchasers on as favorable terms as possible.

In preparing publications for issuance by the Forest Service in cooperation with an outside agency the same procedure should be followed as for publications to be issued through the Public Printer up to the point at which the manuscript is approved for printing.

Publication Plans.

General oversight of publication plans for the service rests with the branch of public relations. In the districts the chief of public relations should be consulted freely by the chiefs and members of other offices regarding district needs for new publications and should be kept informed of plans looking to the preparation of specific publications. Correspondence relating to general plans of the service or the individual districts for having publications prepared will bear a PR designation, as will also correspondence relating to the execution of a program under such general plans up to the point where specific tasks assigned to other branches in the Washington office or to other offices in the district are concerned. On the other hand, correspondence relating to branch publication plans and needs or to the execution of specific assignments made by any branch chief to a district forester, or by a district forester to any part of his organization, will bear the designation of the branch whose work is concerned.

Before the preparation of a publication is undertaken by any district or forest officer, the approval of the Forester should be obtained for having such a publication included on the Forest Service program.

The Preparation of Manuscripts.

Supervision of the preparation of manuscripts for publication rests with the branches whose work is concerned. In the districts, when a manuscript is considered by the chief of the office whose work is concerned to be in satisfactory shape for publication it will be submitted to public relations for review. If in the judgment of the chief of public relations the manuscript is ready for transmittal to the Forester, he will so inform the district forester. Review of manuscripts in the district office of public relations will take cognizance of matters of policy and of the adequacy and satisfactoriness of the subject matter as well as of the form of presentation. In case of disagreement between the office of public relations and the originating office concerning the suitability of the manuscript for transmittal to the Forester, the question thus raised will be submitted to the district forester for decision. The letter of transmittal of the manuscript to the Forester will bear a PR designation and will certify that the manuscript is in the judgment of the district forester complete and satisfactory both in substance and in form for submittal to the printer. It should not be assumed that it is the function of the Washington office to put manuscript into final form through reediting.

On receipt of manuscripts by the Forester, they will be referred to the branch whose work is concerned for approval. If the branch is unable to give approval, it will so inform the branch of public relations. Manuscripts requiring any considerable revision to put into final shape for publication will ordinarily be returned by public relations to the district forester for such changes as may be necessary.

Authorship and Credits.

Publications embody primarily the work of the Forest Service, not of individuals. The views expressed must have the approval of the Forester in order to be published. Statements are generally accepted as resting on the authority of the Forest Service, not of the man whose name appears on the title page. If the work is faulty, the Forest Service is held responsible.

Results which have been gathered by individuals belong not to the individual but to the Forest Service. No one has a right to demand that the use of his results shall be in any way controlled or restricted by considerations of a personal character.

The Forester has a right to expect all members of the service to contribute willingly toward making any and all publications as good as possible.

The man who has actually put the most into the publication should have principal credit for it. This may or may not be the man whose field work furnished the data. When the digesting of raw material constitutes the principal scientific contribution to the publication, the man who does the digesting should have the principal credit. On the other hand, when one man merely puts into shape for publication material which has been thoroughly and satisfactorily worked up by others, he is the editor or compiler, not the originator. In such cases he should at most not appear as more than the junior partner.

Administrative responsibility for work includes an obligation to see that the material prepared for publication is as well prepared as possible. Supervision of work, though it may actually make suitable for publication the completed report, does not entitle the one supervising the work to assume credit as the author.

When a man undertakes a publication concerning work of which he has charge, the extent to which acknowledgments should be made to those who have either assisted in gathering the data or contributed to putting them into final shape is a matter of administrative judgment. To name every person who has had some small part in the work would usually be absurd. Further, the good of the service often requires that one man should prepare matter for another man to use as though it were his own. On the other hand, no one has a right because of superior position to take credit for another man's work as a prerogative. The deciding principle must be the good of the service, before which every personal consideration must give way.

Minor contributions, either in the form of footnotes or of short passages for insertion in the body of the text, consisting of discussions of technical points falling within the field of a branch or office other than that in which the publication originates, should generally be given freely without the expectation of credit. The service can not follow the same method which the author of an outside publication would in giving credit to everyone who had rendered any assistance. Nevertheless, in most cases acknowledgment for even a small contribution which is essentially original work may properly be made.

To sum up: It is desirable to give credit for original work, in so far as this is possible without detracting from the value of the publication through minute or excessive acknowledgments or sacrifice of effectiveness.

Illustrations.

As a rule photographic prints of which the service has no negative should not be used for illustrative purposes in official publications. Reproductions of such photographs are frequently called for and embarrassment is created if the service can not furnish them. If it is desired to use pictures that are not the property of the service either the negative should be obtained or consent of the owner should be sought for having the photograph copied and placed in the service collection. Only under a showing of some exceptionally urgent reason for using a photograph for which no satisfactory substitute can be found and of which a negative, with permission to reproduce, is unobtainable can this rule be departed from.

Copyrighted photographs can not be used unless the owner gives written consent with full understanding that publication of the photograph in a Forest Service publication will invalidate his copyright.

Printing.

Under the limitations imposed by law and the regulations of the Congressional Joint Committee on Printing, all printing work done for the Forest Service must be executed at the Government Printing Office at Washington, with the following exceptions:

(1) *Emergency field printing.*—The term "field printing" is construed by the Joint Committee on Printing as meaning "all printing * * * accomplished or procured elsewhere than at the Government Printing Office in Washington."

Except for work done at the supply depot, authority must be secured from the Forester before any emergency field printing can be performed. The forest officer in requesting such authority should specify the number of copies and the estimated cost.

Authority for emergency printing will not be granted unless it is clearly shown that the work contemplated could not have been anticipated in time to have it done at the Government Printing Office in Washington or at the supply depot in Ogden.

All field printing is paid for from the printing allotment for the department and not from district funds.

On each copy of all jobs printed in the field there should be placed the name and location of the plant doing the work, numerals indicating the month, day, and year ordered, and the total number of copies printed. This is known as the imprint. Illustration: Acme Ptg. Co., New York—1-3-24—1,000.

After the completion of any job of field printing two copies should be sent to the Forester, giving the cost of the work. This information should be written on the face of the job and not on a separate sheet of paper attached.

The Forester reports to the Joint Committee on Printing quarterly on all printing done outside of the District of Columbia.

(2) *Printing at the Ogden Supply Depot.*—The Joint Committee on Printing has designated the Ogden printing plant as one of those authorized to do such printing as may be urgent or necessary to have done elsewhere than in the District of Columbia for the exclusive use of field services outside the District of Columbia, provided it is within the regulations of the committee.

Although the Ogden plant is primarily intended for emergency printing, yet it may use its equipment for other work, provided it does not increase its present equipment or working force. Since the supply depot is not capable of printing all of the field work necessary, district foresters should, so far as possible, plan their work sufficiently in advance so that it may be done at the Government Printing Office.

Distribution of Publications.

Supervision of the distribution of all publications of the Department of Agriculture is lodged with the director of the departmental Office of Information. In this office are maintained centralized mailing lists, addressographs, and other facilities for effective distribution. Through provision of means for this purpose the Office of Information performs service functions for all bureaus.

Forest Service publications are tools for use, in coordination with all the other tools available for the same purpose, in performing the double task of effective administration of the national forests and of bringing about the best use of all forest resources in the United States. To enable forest officers to employ this tool the following procedure is established:

Upon issuance of a Forest Service publication a limited number is sent each district forester to enable him to determine how large a supply he will request for the district office and the forests. Sample copies will then be sent by the district forester to each supervisor, with or without suggestions as to the use that might be made of the publication. Forest supervisors will as promptly as possible after receiving these sample copies, notify the district forester of the number of copies desired for their forest force and for local distribution. The district forester will, on the basis of these notifications, request of the Forester such a supply of each publication for use in his district as he deems advisable. The publications will be mailed directly either to individual forest headquarters, to individual forest officers, or to the district office, as the district forester may specify.

District foresters will be responsible for effective use of publications by the forests and for the prevention of wasteful distribution or the accumulation in forest and ranger headquarters of stocks of unused publications. Whenever publications of any kind issued by the Government are on hand in offices where they are no longer needed they should be returned to the Forester unless wanted elsewhere in the district.

An announcement card listing publications of the Department of Agriculture is mailed to supervisors at irregular intervals. It contains the titles of all new publications of the department. Forest officers desiring personal copies of any of these publications may obtain them by writing directly to the Office of Information, United States Department of Agriculture. If a number of copies are wanted for official use, request for them should be made of the Forester through the district forester.

Copies of the Official Record of the department and the Forest Service Directory are sent in bulk to each forest supervisor for distribution to his field force. If a change in the number sent is desired, the Forester should be so informed. Old copies of these publications need not be returned to the Forester.

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**FISCAL
AND ACCOUNTING**

THE
HISTORICAL RECORD

FINANCE AND ACCOUNTS

DUTIES

The office of finance and accounts is charged with the following duties:

(1) Keeping adequate records of the appropriations, allotments, expenditures, and liabilities of the Forest Service, and of funds received from other bureaus of the Department of Agriculture and departments or outside agencies acting in cooperation with the Forest Service, and rendering reports to such cooperators in accordance with the terms of the cooperative agreements.

(2) Examination and audit of all Forest Service vouchers; the administration of special claims cases; the payment of Forest Service accounts outside of Washington, and of the Bureau of Public Roads accounts in their western districts relating to forest roads and other classes of accounts as agreed upon; also with the payment of accounts of other bureaus of the department in cases of emergency when duly approved by the Forester and bureau chief concerned.

(3) Responsibility for the recording and proper disposition of the various classes of revenues and remittances received.

(4) Audit of nonexpendable property accounts and maintenance of the necessary records; the issuance of transportation requests and bills of lading; and the preparation of expenditure authorizations.

(5) Preparing of recommendations to the Secretary regarding new appointments and other changes in salary status; the maintenance of the necessary appointment records and files; also the handling of the retirement and leave records and submission of the required reports.

(6) Devising methods for assembling and recording costs of Forest Service activities, maintenance of the requisite records, and the preparation of such cost statements and statistical tabulations as may be required in the administration of the Forest Service.

(7) The audit and inspection of all financial and other records in the district and forest offices and elsewhere for the purpose of determining whether the disbursements and receipts of Government moneys are fully protected and whether strict compliance with existing laws, regulations, and instructions is had generally.

(8) The handling of such other work, accounting or otherwise, as may be delegated by the Forester or district foresters.

ORGANIZATION

The organization of the office shall consist of a chief of finance and accounts located at Washington, D. C., and district fiscal agents located at the headquarters of the several districts of the service and at the Madison Laboratory, with such assistants in the various offices as may be needed. The first assistant in the fiscal office in each district shall be designated as deputy district fiscal agent and empowered to sign checks in the absence of the district fiscal agent.

RESPONSIBILITY

The chief, finance and accounts, will be responsible to the Forester for carrying out the instructions and regulations in effect concerning the business and other transactions of his office. He will be responsible for seeing that the checks and inspections provided are consistently made and for directing the fiscal work of the Forest Service in Washington and the field, to the end that disbursements and receipts shall be fully protected and the administrative needs and requirements of the service met to the fullest degree consistent with security. He will be responsible to the Forester for satisfying himself at all times that the funds of the Service are properly disbursed, and will issue such instructions concerning the fiscal, accounting, and related work as he deems necessary to accomplish this purpose. He will be similarly responsible for the direction of the other lines of work assigned to the finance and accounts organization.

The district fiscal agent will be directly responsible to the district forester or director, Madison Laboratory, and will receive instructions from him in matters

relating to personnel and administrative accounting, and from the chief, finance and accounts, through the district forester, in all matters relating to fiscal requirements and service procedure generally, except in matters involving new and unsettled points of policy, when the instructions will be issued by the Forester, through the district forester. Should circumstances necessitate the issuance of bureau letters of reprimand from the Washington office, such letters, after signature by the Forester, will be forwarded to the district forester for delivery to the employees concerned.

The district fiscal agent will be accountable to the Comptroller General, General Accounting Office, for funds received upon requisition and disbursements made from such funds, and will be governed by the laws and regulations in effect concerning such transactions. The district fiscal agent will act as advisor to the several units of organization of the district office and the field force in all matters relating to the business of his office, and with the approval of the district forester will attend and take active part in supervisors' and rangers' meetings.

Temporary special disbursing agents will be directly responsible to the district forester for the proper conduct of financial and accounting transactions. They will be advised by the district fiscal agent in matters relating to their financial duties, who will also receive for transmission and such record as may be necessary the paid vouchers, settlement notices, and collateral papers involving various transactions of said agents. The temporary special disbursing agents will be accountable to the Comptroller General, General Accounting Office, to the same degree as the district fiscal agent. Temporary special disbursing agents will be appointed only in rare cases where the services of a special deputy fiscal agent can not be utilized.

Special deputy fiscal agents shall be designated by the district forester, but will be directly responsible to the district fiscal agent, in whose name the fiscal transactions are conducted, for the proper observance of the fiscal and other regulations in effect governing the payment of accounts and general procedure.

ACCOUNTING

PURPOSES

The accounting system is designed primarily to protect the disbursement of Government funds, to secure uniformity, so far as practicable, in accounting, cost, and other financial records, with respect to individuals, administrative units, and the service as a whole, to secure the detailed information for the preparation of all necessary reports for the service, the Secretary of Agriculture, and Congress, and for other purposes.

COMPTROLLER GENERAL

Creation and Functions.

The offices of the Comptroller and Auditor of the Treasury were first provided for by an act of Congress creating the Treasury Department, approved September 2, 1789.

Under this act a Comptroller was provided for, whose duties were to superintend the adjustment and preservation of the public accounts. Under the same act the duties of the Auditor were defined as follows:

"That it shall be the duty of the Auditor to receive all public accounts and after examination to certify the balances and transmit the accounts with the vouchers and certificate to the Comptroller for his decision"

The first amendatory act of consequence (May 8, 1792, sec. 9) provides:

"That the forms of keeping and rendering all public accounts whatsoever, shall be prescribed by the Department of the Treasury."

Various acts up to June 10, 1921, when the budget and accounting act was passed, merely enlarged and more definitely defined the original provisions but did not materially affect the principles and control originally provided.

The act of June 10, 1921, separated the offices of the Comptroller (now Comptroller General) and the Auditors from the Treasury Department and created a separate and independent establishment, known as the General Accounting Office with the Comptroller General as its head. The control of the examination of accounts and adjustment and preservation of the public accounts were placed with the new establishment. Disbursing officers are accountable to the Comptroller General for the proper handling and disbursement of public funds and are subject to the decisions of such establishment entirely apart from any administrative control exercised upon them by the particular department or establishment to which they may be appointed.

BUREAU OF THE BUDGET

Under the terms of the act of June 10, 1921 (42 Stat., p. 22), section 207 provides for the creation of a Bureau of the Budget in the Treasury Department.

The bureau under such rules and regulations as the President may prescribe shall prepare for him the budget and any supplemental or deficiency estimates, and to this end shall have authority to assemble, correlate, revise, reduce, or increase the estimates of the several departments or establishments.

Provision is made for a detailed study by the bureau, when directed by the President, of the departments and establishments for the purpose of securing greater economy and efficiency in public service, and to recommend changes where necessary in (1) the existing organization, activities, and methods of business; (2) the appropriations therefor; (3) the assignment of particular duties to particular services and (4) the grouping of services.

The head of each department and establishment shall designate an official thereof as budget officer therefor who shall prepare the departmental estimates. The President is required to send to Congress annually: (1) Estimates of expenditures and appropriations for ensuing year; (2) estimates of receipts for ensuing year; (3) expenditures and receipts of the last year; (4) estimates of expenditures and receipts of current year; (5) amount available November 1 of current year for expenditures; (6) condition of Treasury at end of the preceding year, and estimates for current and ensuing years; (7) Government indebtedness; and (8) other data relating to financial conditions.

Except as otherwise provided in the act, the former arrangement of estimates is continued.

Certain recommendations are to be made in the event proposed expenditures are less than estimated revenues, or if exceeding the estimated revenues.

The departments are required to furnish information called for by the Bureau of the Budget and to conform to requirements laid down for the conduct of budget business and the bureau shall have access to the records of the department.

ACCOUNTING PROCEDURE ^a

There are maintained in the Forest Service five sets of accounting records:

1. Appropriation, allotment, and liability control records.
2. Receipt records.
3. Project cost-keeping records.
4. Activity cost-keeping records.
5. Budget object of expenditure records.

The appropriation record is for the purpose of maintaining currently a record of the appropriations of the service and of appropriations transferred from other bureaus and departments, and the allotments made from same to the several regions, and the Forest Products Laboratory. This record will be kept in the office of finance and accounts at Washington.

The allotment and liability record is for the purpose of maintaining currently a record of allotments, disbursements, and liabilities. This record will be kept on forests, experiment stations, and in the Washington, Madison, and regional offices of finance and accounts for all units of organization to which allotments are made. These records will be maintained upon forms provided for the purpose hereinafter described.

The receipt record is for the purpose of maintaining currently by forests and classes a record of the receipts from the sale of forest products and the use of land and other forest resources. This record will be kept on forests and in the regional offices of finance and accounts.

The project cost-keeping record is designed to show the separate elements of cost in the completion of an individual project, for the purpose of securing data

^a Amdt. No. 311, effective September 25, 1931.

for subsequent estimates on similar projects, for furnishing a basis for judging the efficiency of individuals in carrying on the work, or for other administrative purposes. This record has no direct relation to the allotment control record and may not be concerned with fiscal years or funds, though information on these points may be shown, if desired.

In general, project records will be kept only where it appears that a distinct advantage will be obtained from detailed information of the costs of the different steps or processes incident to the completion of a project, and where the results appear to justify the extra work involved in keeping such record, but will be required in all cases for individual improvement construction projects.

Where the regional forester requires the keeping of certain project costs, the record will be kept on the form provided for the particular class of project—cabin, telephone line, timber sale, planting, etc.

The data for the project cost record can readily be secured from Forms 79a and 26 by requiring the necessary supplemental information to be included, specific instructions to this effect to the field officers of course being necessary. Instructions for keeping record of project costs will be issued by the branch chiefs having supervision over the particular project or projects.

Activity cost-keeping records will be maintained in the forest or other unit offices. The data for these records will be obtained currently from vouchers, etc., issued by or chargeable to the unit.

The budget object of expenditures record by Bureau of the Budget classification will be maintained in the regional offices, the data for which will be obtained from Form 79b attached to vouchers.

Report of Budget Coding.

A report of budget coding for the preceding fiscal year, by appropriations and subappropriations and by objects, will be submitted by each region not later than August 20 each year.

Checks will be deposited to the appropriation credit in the name of the disbursing officer making the deposit who will schedule all such checks separately and in his next quarterly account current he will take up the amounts thereof under the proper account heading, with supporting information.

The paying disbursing officer will forward to the General Accounting Office with his next account a schedule of such vouchers, together with the original paid vouchers and a memorandum copy thereof. The memorandum copy will show the date, name of payee, name of receiving fiscal officer, if known, and number and amount of check issued in payment.

The two schedules referred to above will be entirely supplemental to the regular abstract and will show under appropriate headings with respect to each item (1) the check number and date, (2) voucher number, (3) issuing officer and symbol, (4) bureau and department, and (5) the amount. The memorandum copies of vouchers listed on the schedule of outgoing checks will be arranged in chronological order and be attached to the schedule.

In the case of financial transactions involving field cooperation with the Bureau of Public Roads and affecting only one district fiscal agent no check will be issued, settlement being effected between bureaus and appropriations by means of adjustment voucher. The vouchers will be listed on a special schedule form and taken up on both the debit and credit side of the fiscal officers' account current in the manner prescribed for such transactions.

Act of May 21, 1920.

On October 5, 1925, the General Accounting Office issued Circular No. 22 prescribing the method to be observed when funds are transferred from one Government agency to another for direct expenditure under the provisions of the fortifications act of May 21, 1920 (41 Stat. 613).

Complying with this circular, a request for transfer of funds should be accompanied by a statement showing the necessity therefor and the reasons it is not practicable to incur the expense and secure reimbursement from the procuring agency in accordance with Regulation 21. A statement should also be furnished showing the amount estimated as necessary for the project concerned and the total of previous transfers, if any, for the same project. Information should be given in the recommendation relative to the estimated classification of the amount proposed for transfer under the captions (1) labor, (2) other services, (3) supplies, (4) equipment, and (5) miscellaneous; unusual items should be explained in detail. It is further necessary to bring out in the recommendation that the character of the services to be rendered are such as are ordinarily performed by the agency to which the funds are to be transferred and that additional personnel or equipment will not be required by reason of the transfer. The necessary statements should be submitted in duplicate in all cases.

CLASSIFICATION OF EXPENDITURES ^a

In accordance with the provisions of section 309 of the Budget and Accounting Act, a classification of objects of expenditures is prescribed for use in the several departments and establishments of the Government for the purpose of obtaining uniformity in administrative, appropriation, and fund accounting and in the analysis of the governmental expenditures for the information of the President, the Congress, and such agencies of the Government as are required to deal with governmental expenditures.

Beginning with July 1, 1922, the accounts of all departments and establishments of the Government have been so kept as to permit of the segregation of expenditures under the heads shown in the classification prescribed by the Bureau of the Budget in compliance with the law.

The classification which is maintained by appropriations and subappropriations is facilitated by the use of symbol numbers as set forth in General Accounting Office Bulletin No. 1, as amended, and in accordance with the following detailed instructions. ~~In the interest of simplified procedure and economy the activity cost records by units of organizations have been combined with and made a part of the Budget expenditure record, the compilations for both being accomplished by one process.~~ Form 79b distribution card will be used in reporting expenditures, which cards will be prepared in the office in which the expenditures originate.

*by Budget
object
classification*

CLASSIFICATIONS CHIEFLY APPLICABLE TO THE FOREST SERVICE

A—PERSONAL SERVICES

(a1, Wages not included in Form 34 summary, except those chargeable to captains 1200, 3000, and 3200 (K, N, and P); a2, salaries and wages included in Form 34)

0100 *Personal services.*

Includes all salaries and wages included in the Form 34 summary; salaries and wages not included in the Form 34 summary, except when chargeable to repairs and alterations 1200 equipment 3000, or construction 3200; subsistence of lookouts and other similar employees whose contracts of employment provide for salary and subsistence. On vouchers for the hire of man and team or man and equipment (except where chargeable to 1200, 3000, or 3200) the portion representing the personal service of the man will be charged to this caption and the remainder covering the team or equipment hire to caption 1100. Includes also purchase of supplies for employees for which deduction is made from their wages, when the wages are coded to this symbol. When wages are coded under other symbols such as 1200, 3000, or 3200, such commissary purchases will be coded under the same symbol as the wages.

B—SUPPLIES AND MATERIALS

(Includes all expenditures except those falling under headings K, N, and P)

^a Amdt. No. 277, effective July 16, 1930.

0200 *Supplies and materials.*

Office supplies.

Stationery supplies—Printed forms, letterheads, plain paper, wrapping paper, carbon paper, envelopes, guide cards, blotters, calendar pads, typewriter ribbons, ink pads, writing ink, pencils, penholders, erasers, paste, sponges, rubber bands, etc. Photographic supplies—Films, prints, etc.; drafting and artist supplies; cleaning and toilet articles.

Medical and hospital supplies.

Includes first-aid articles, veterinary supplies, etc.

Scientific and educational supplies.

Includes chemicals, laboratory supplies; magazines; pamphlets and commercial reference books when not for library stock.

Fuel.

Includes fuel for heating buildings, gas and oils for running motor pumps or stationary engines. Do not confuse with gas and oil purchased for operation of automobiles and trucks. The freight and drayage on fuel should be charged to 0700.

Forage and other supplies for animals.

Includes purchase of forage, the growing and harvesting of forage crops; supplies for animals, such as horseshoes, hoof pads, collar pads (but not harness and saddles); pasturage and horse feed when not chargeable to 0400 or 0600; irrigation water when purchased for pastures or meadows, but not the acquisition of water rights, which should be charged to 3100.

Provisions for camps.

Includes provisions for fire, reconnaissance, survey, etc., camps. (Do not confuse with 0300 or 0600.)

Miscellaneous supplies and materials.

Small expendable articles for general purposes, including brushes, gimlets, files, sacks, stencil letters, flags, ice; boxes and lumber for crating; paint for general use, lighting supplies; signs for office; tobacco, etc., under Regulation A-3; ammunition, powder, explosive blasting caps fuzes; inexpensive cooking and camp utensils; rope and small pulleys, nails, powder, caps, fuze, etc., when for use on activities other than construction or maintenance projects; materials, such as lumber, wood products, oils, paints, etc., not specifically allocated for use at time of purchase, and, when not chargeable to construction or maintenance projects. (Do not confuse with 1300.)

C—SUBSISTENCE OF TEMPORARY EMPLOYEES AND ANIMALS BY CONTRACT

(Includes all expenditures except those falling under headings K, N, and P)

0300 *Subsistence and support of persons (service).*

Furnishing of meals and lodging by hotels, restaurants, ranchers, lumber and mining camps, etc., to forest officers, fire fighters, and other temporary laborers when in camp status as distinguished from travel status. (Do not confuse with 0200 or 0600.)

0400 *Subsistence and care of animals and motor vehicles (service).*

Includes wintering pasturage, feeding, stabling, and care of Government-owned or forest officers' official horses by ranchers, liverymen, etc.; flat storage on Government-owned motor vehicles. (Do not confuse the subsistence and care of animals with 0200, 0600, or 0700.)

D—COMMUNICATION SERVICE

(Includes all expenditures)

0500 *Telephone, telegraph, postal, and other communication service.*

Includes telegraph, cable, radio, and telephone service, both local and long distance; other communication service, such as postage and registration fees on letters, post-office box rent, special-delivery charges, messenger service, etc. (Do not confuse with 0700.)

E—TRAVEL

(Includes all expenditures)

0600 *Travel.*

Transportation.—Expenses of forest officers' travel as outlined in the Government Travel Regulations on all lines of work. Also includes auto hire, Government auto maintenance, storage (garage) of public machines and repairs on Government machines in travel status; gas and oil for Government-owned autos used in travel; horse feed, horse hire, stabling, and corral rent incident of travel; boat hire and dockage, wharfage, moorage, tolls on hired or Government-owned boats when used for travel.

0616 — *Subsistence.*—Includes expenses of forest officers for meals, lodging, per diem, provisions for travel, laundry, and other items of subsistence as outlined in the Government Travel Regulations on all lines of work. Do not confuse with 0200 or 0300.)

0615 — *Forest officers' motor vehicles.*

Includes mileage received by forest officers covering operation of personally owned motor vehicles for travel purposes; storage, towage, ferriage, and tolls for private machines while in travel status; gas and oil for private autos used in travel on actual expense basis.

F—TRANSPORTATION OF THINGS (SERVICE)

(Includes all expenditures except those falling under headings K, N, and P)

0700 *Freight, express, hauling, etc.*

Includes freight, demurrage, switching, express, hauling, drayage, parcel post, package registry, and insurance fees, hauling of fire fighters, reconnaissance and other temporary laborer crews and of supplies and equipment for such crews; transfer of household goods; auto mileage, auto hire, Government auto maintenance, storage (garage) of both public and private machines and repairs on Government machines when being used for hauling; gas and oil for private autos used for hauling, on actual expense basis; gas and oil for Government-owned autos when used for hauling; horse feed, horse hire, stabling, and corral rent incident to hauling; boat hire and dockage, wharfage, moorage, tolls on hired or Government-owned boats when used for hauling; duties and entry fees.

G—JOB WORK (CONTRACT SERVICE)

(Includes all expenditures)

0800 *Printing and binding, engraving, lithographing, photographing, and type writnig (service).*

Includes engrossing, stenographic work, and duplicating work such as multigraphing and mimeographing; transcripts of court and similar records; making photographs and prints. (Do not confuse with purchase of supplies, 0200.)

H—ADVERTISING (SERVICE)

(Includes all expenditures)

0900 *Advertising and publication of notices.*

Includes timber sale and grazing advertisements; advertisement for bids, laborers, etc.; special and miscellaneous advertisements, and publication of notices. (Do not confuse with 0800.)

I—HEAT, LIGHT, AND POWER

(Includes all expenditures)

1000 *Furnishing of heat, light, power, water, and electricity (service).*

Includes expenditures for the classes named when service is furnished for buildings, etc. (Do not confuse with purchase of fuel, which should be charged to 0200.)

J—RENTALS

(Includes all expenditures except those falling under headings K, N, and P)

1100 *Rents.*

Includes rent of buildings and structures, such as offices, laboratories, warehouses, barns, and garages, including rental of garages at headquarters for forest officers' personally-owned cars used in official business; other rents, such as lands, docks, wharves, field equipment, corrals, motor vehicles, horse-drawn vehicles, horses, wagons, plows, etc., used for general purposes. (Do not confuse with 0400, 0600, or 0700.)

K—MAINTENANCE

(Includes all expenditures except those falling under headings a2, D, E, G, H, I, L, M, N, O, and Q)

1200 *Repairs and alterations.*

Includes the maintenance and repair of machinery and equipment, whether used on construction, maintenance, or other work; improvement maintenance, such as buildings, roads, trails, fences, bridges, telephone lines, wharves, wells, etc.; contracts and cooperative agreements for such maintenance; wages of temporary employees engaged on maintenance work whose time is not covered by Form 34 summary; gas, oil, etc., for Government motor vehicles used on maintenance work other than for travel; provisions for maintenance crews; hire of trucks and teams, including gas, oil, and feed, and the purchase of materials, provisions, and supplies for maintenance purposes.

L—MISCELLANEOUS CURRENT EXPENDITURES NOT OTHERWISE CLASSIFIED

(Includes all expenditures)

1300 *Special and miscellaneous current expenses.*

Includes such expenses (performed by outside agencies) as office laundry, and towel service; laundry of service blankets; removal of ashes, manure, garbage, rubbish; disinfectant and sanitation service; press-clipping service; clock-regulation service; storage on goods not incident to 0600 or 0700; packing and crating preparatory to shipment (but not the purchase of packing materials chargeable to 0200); rewards incident to fire and property trespass; payments to associations, railroads, States, counties, timber companies, and other land-owners, or their agents, cooperating with the Forest Service, in fire control and suppression and like activities, including aerial fire patrol by contract.

M—GRANTS

(Includes all expenditures)

2200 *Grants to State and other political subdivisions not specified.*

Includes payments to State in connection with (1) cooperative fire control and suppression on State lands and (2) cooperative distribution of forest planting stock.

N—EQUIPMENT

(Includes all expenditures except those falling under headings a2, D, E, G, H, I, L, M, O, and Q)

3000 *Equipment.*

Passenger-carrying vehicles.

Includes purchases of such vehicles, either horse drawn or motor; also purchase of accessories unless for maintenance.

Furniture, furnishings, and fixtures.

Includes the purchase or production of office and household equipment, such as desks, tables, chairs, floor coverings, window shades, bedding, machines and devices, shelves, partitions, etc.

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(10-D)

Educational, scientific, and recreational equipment.

Includes library books, cameras, moving pictures; photographic, drafting, and surveying equipment; scientific measuring instruments, laboratory equipment. Includes animals purchased to prevent extinction.

Livestock.

Includes beasts of burden, such as horses, mules, burros; produce-yielding animals such as cows. Charge stock purchased for slaughter to 0200.

Other equipment.

Includes equipment purchased or produced such as heat, light, and power equipment; fire prevention and other field and headquarters equipment; telephone, telegraph, and wireless equipment; motor trucks and accessories unless for maintenance; road machines, wagons, carpenter tools, Stillson wrenches, snow shoes, rubber boots, pack outfits, harness, saddlery, and other stable and garage equipment; refuse receptacles for camp sites, lawn mowers, garden hose.

O—LAND

(Includes all expenditures)

3100 Land and interests in land.

Covers the purchase of land, easements, rights of way and franchise charges, including recording fees; abstracts of title; water rights purchased, including application, permit, and recording fees.

P—CONSTRUCTION

(Includes all expenditures except those falling under headings a2, D, E, G, H, I, K, L, M, N, O, and Q)

3200 Construction.

Structures and parts. (Includes fixed equipment.)

Includes construction of buildings, fences, bridges, roads, trails, telephone lines, wharves, wells, etc.; contracts and cooperative agreements for such construction; wages of temporary employees engaged on construction work whose time is not covered by Form 34 summary; provisions for construction crews; hire of trucks and teams, including gas, oil, and feed, and gas, oil, etc., for Government trucks used on construction work other than for travel; purchase of materials, provisions, and supplies for construction purposes. Repairs to machinery and equipment used on construction work will be coded 1200.

Nonstructural improvements.

Seed collection, nursey operations, planting trees (both ornamental and forest), seeding lawns, etc.; grading grounds, filling, razing structures, and removing obstructions.

Q—MISCELLANEOUS SUBDIVISIONS

(Includes all expenditures)

5200 Special and miscellaneous repayments of deposits.

Includes repayments to cooperators on account of fire prevention, brushburning, forest investigations, roads, telephone lines, and other improvements.

5300 Refunds, awards, and indemnities.

Includes refunds of excess payments on account of timber sales, grazing, etc.; reimbursement for privately owned animals and equipment lost, damaged, or destroyed by reason of employment on official work; reimbursement to owners for damage to or destruction of privately owned property caused by employees in connection with national-forest work, when not due to negligence.

DISTRIBUTION FORMS (79a and 79b)

Form 79a-79b is a double form separated by perforation and will be prepared by supervisors and others for submission with each Forest Service voucher, memorandum bill of lading, and transportation request coupon. Vouchers involving two or more units of organization require separate Forms 79a and 79b for each unit involved, except where minor units, such as nurseries in certain regions, form an integral part of another unit and allotment control of both is vested in the same officer. When vouchers affect appropriations of two fiscal years, separate Forms 79a and 79b are necessary for each fiscal year, each form being assigned the fiscal year's certificate number applicable thereto.

The upper portion, Form 79a, will carry the amount of the payment opposite each appropriation to which a charge is made, which will be entered in the column headed "Submitted." In the column headed "Remarks" will be entered the title of the suballotments; for example, from salaries and expenses region the title of the suballotment may be "Travel," "Miscellaneous salaries and wages (other)," "Miscellaneous salaries and wages (fire control, summer)," etc. Abbreviations may be used to indicate the suballotment, if desired. If the payment is charged to improvement or other project funds, the name of the suballotment or suballotments will be entered in the column above referred to. When a road project is located within two States and payment on a voucher is divided between the funds for both States a separate line should be used for each State. When changes are made by the regional fiscal agent in the amount for which a voucher is submitted he will enter in the "Paid" column the amount paid by him. In all cases he will give voucher number and date paid, and return the Form 79a to the supervisor or other officer submitting the account. The officer will compare the "paid" Form 79a with the voucher register for amounts and appropriations, enter date of payment, and if changes have been made make the necessary adjustments entries on the voucher register and other records.

The lower portion, Form 79b, with regional fiscal agent's voucher number and date of payment noted thereon, will be used for coding expenditures according to the ~~four~~ following classifications:

- three
1. Unit of organization.
 2. Appropriation ^{or} ~~and~~ subappropriation, ~~in case of salaries and expenses.~~
 - ~~3. Project or activity.~~
 3. ~~4.~~ Budget expenditure object.

The amounts, by symbol numbers, should be entered on Form 79b and should be totaled by appropriations and objects, with grand total for the voucher, to see that there is agreement with Form 79a.

^a The file of Forms 79b will constitute the detail record of paid accounts, by units of organization, in the regional fiscal office. The unit certificate number will appear in the upper right-hand corner of each Form 79b.

^a Amdt. No. 183, effective Oct. 15, 1929.

UNITS OF ORGANIZATION

Each unit of organization will be given a symbol number, and supervisors and others will be advised of the number or numbers assigned to the units under their immediate supervision.

APPROPRIATIONS

On July 1 of each year each Forest Service appropriation and salary and expense subappropriation will be assigned a symbol number and a list of the numbers so assigned will be furnished interested forest officers. When appropriations are added after the beginning of the fiscal year field officers will be advised of the symbol number assigned, with the notice of allotment.

PROJECTS OR ACTIVITIES ^a

The standard Forest Service activities will be numbered from 1 to 48, inclusive.

To the 48 standard activities the following have been added for purposes of accounting:

No. 49. Supplies and other, suspense.

No. 50. Salaries and wages, suspense.

BUDGET OBJECTS OF EXPENDITURE

The Bureau of the Budget expenditure object symbols will be secured from General Accounting Office Bulletin No. 1, dated May 11, 1922, as supplemented and amplified under "Classification of expenditures" in this manual by special instructions applicable to the Forest Service.

WASHINGTON OFFICE AND FOREST PRODUCTS LABORATORY

Vouchers of the Washington office and the Forest Products Laboratory will be accompanied only by Form 79b. Vouchers paid by the Washington office or the Forest Products Laboratory for the regions should be accompanied by both Forms 79a and 79b.

REPAY ITEMS

Deposits on account of disallowances, refunds on scrip books, in fact all classes of appropriation collections should be taken up on Forms 79a and 79b in red. The same procedure should also apply in the case of canceled checks for which credit has been claimed.

Deposits on account of private or Federal cooperation, where Forest Service appropriations were originally charged and later reimbursed, will be taken up on Forms 79a and 79b in red, crediting the appropriations from which the expenditures were originally made, and in black ink, debiting cooperative (repayments), the latter being used as an appropriation title for accounting purposes only.

SPECIAL DEPOSITS ^a

Vouchers payable from special deposits will be accompanied by Forms 79a showing appropriation symbol and amounts only. Payments from special deposits will not be included in cost records and will not be classified as to budget objects of expenditure. When desired Form 79b may be prepared also, showing the total amount only.

^a Amdt. No. 312, effective September 25, 1931.

CORRECTIONS

Between Appropriations or Subappropriations.

For the correction of errors in the appropriations or subappropriations to which vouchers have been charged a new Form 79a-b will be prepared on which will be entered only the items necessary to effect correction of the amounts erroneously charged. Both the 79a and 79b will show in red ink the amount to be corrected and in black ink the corrected entries. After correction has been made, the regional office will so indicate on the 79a and return it to the unit concerned.

In Budget Object Classification.

When the error is in object classification only, the "amount submitted" column on Form 79a will be left blank, a notation being made under "Remarks" to show that the form is submitted to correct budget coding. The 79b will show in red ink the original (erroneous) item and in black ink the corrected entry. The regional office will return the 79a to the unit concerned as notice that the correction has been effected.

RETIREMENT DEDUCTIONS

Retirement deductions will be taken up currently, the entire salary including amount paid and retirement deduction (not quarters deduction) being entered in one amount on the Form 79a-b accompanying the salary voucher.

TEMPORARY SPECIAL DISBURSING AGENTS

Vouchers of temporary disbursing agents will be handled in much the same manner as the regional fiscal agent's vouchers. Each voucher, when forwarded to the regional office, should be accompanied by Form 79a-b in the usual manner. The forms should bear the name of the disbursing agent for identification and record purposes.

GENERAL ACCOUNTING OFFICE SETTLEMENTS

When freight and other vouchers either preaudited by the General Accounting Office or settled by G. A. O. certificate are taken up as disbursements on the records of the regional fiscal agent's office Form 79b for such vouchers will be included in the budget object of expenditure distribution. The Form 79a showing amount paid will be returned to the unit affected.

PAYMENTS FOR OTHER REGIONS

When one region makes a payment for another (including the Washington office and Forest Products Laboratory) the region making the payment will prepare Form 79a-b showing voucher number, date of payment, appropriation and subappropriation, and amount, which will be forwarded promptly to the region for which paid. Forms 79a-b will be endorsed "Paid by R—— for R——."

In case of refund on account of disallowance, canceled check, etc., for such vouchers, the paying officer will prepare a correction Form 79a-b, forwarding it to the region to which it applies.

PAYMENTS FOR REGIONS BY DEPARTMENTAL DISBURSING OFFICE

These payments will be taken up by the fiscal agent of the region for which payment is made from Forms 79a-b and schedules. The Form 79a will be forwarded to the unit affected.

PAYMENTS FOR OTHER BUREAUS AND DEPARTMENTS ^a

The Washington office of the Bureau of Public Roads will obtain the data for recording the budget coding of vouchers paid by regional fiscal agents of the Forest Service from information furnished by the district engineers.

Special arrangements are made when the regional fiscal agents are called upon to make payments for other bureaus. In the case of salaries of the assistants to the solicitor paid from other than Forest Service funds the organization from whose appropriation the payments are made will be notified currently by means of "paid" Forms 79a and 79b. The Forms 79a-b, and other forms employed in special cases for similar purposes, will be forwarded to the other bureau concerned through the Forester.

Payments made from appropriations of other departments transferred to the Agricultural Department for direct disbursement will invariably be coded on Form 79b, unless otherwise directed.

OUTSTANDING LIABILITIES AND SUSPENSE ACCOUNTS AT CLOSE OF FISCAL YEAR

(a) At the close of the fiscal year the forests, regional offices, and other units will round up and submit for payment before July 31 vouchers for all outstanding liabilities so far as practicable. At the close of July a single Form 79b marked "O. L." will be promptly prepared to cover all unvouchered liabilities then outstanding. This form will be forwarded to the regional fiscal agent. Red-ink forms will also be prepared for repayments definitely expected.

Vouchers later submitted covering the liabilities outstanding at the close of July will be accompanied by a complete Form 79a and a skeleton Form 79b, showing only unit, appropriation and amount; as each of the expected repayments is made, a red ink 79a-b will be similarly prepared.

NATIONAL FORESTS

Each forest will maintain a record of the regional forester's allotments from the various appropriations, such as salaries and expenses, region; roads and trails (10 per cent); forest road development, cooperative work, Forest Service; and other appropriations. When allotments are received from subappropriations of salaries and expenses appropriated for specific purposes, such as improvements, planting, reconnaissance, lands, air patrol, etc., a separate record will be kept in each instance, the same as in the case of major appropriations.

No allotment will be made for fire fighting and refunds of excess deposits credited to the forest reserve fund. The total of the necessary expenditures will be considered as the allotment. This does not apply to fire protection work on the Oregon and California Railroad and Coos Bay wagon road lands financed with FF funds.

^a Amdt. No. 186, effective October 17, 1929.

ENTRIES

The necessary entries will be made on the voucher register, salary, allotment, liability, and expenditure records before the voucher and Forms 79a and 79b are forwarded to the regional fiscal agent. The detailed entries on the suballotment project records pertaining to a particular appropriation or subappropriation will be totaled and verified from time to time with the totals on the major control and appropriation summaries. The figures should be carefully checked immediately preceding the preparation of each periodic financial report on Form 44.

Care will be taken to see that the expenditures chargeable to any appropriation or subappropriation do not exceed the amount allotted in that appropriation or subappropriation.

DESCRIPTION AND USE OF RECORD FORMS

Form 19—Allotment Register.

This sheet is arranged for recording allotments made by the regional forester to the forests from appropriations or subappropriations. The allotment for "no year" appropriations on July 1 will be the actual undisbursed balance remaining on hand after the close of business on June 30, which balance may be arrived at in the supervisors' offices by adding the unpaid certificates to the unexpended balance appearing on the forest records; the unpaid certificates will be transferred to the records for the new fiscal year.

A sufficient number of frames are provided to take care of all allotments and spaces are allowed for a reasonable number of changes. Headings are printed covering the usual titles which are most likely to be allotted, and blank spaces are provided for the unusual or chance allotments which may be made from time to time. This sheet is provided with a right-hand binding margin and is placed directly opposite the voucher register (19a).

Form 19a—Voucher Register.

All vouchers, regardless of appropriations involved, will be entered on this form and the amount extended to the proper appropriation column or columns, blank columns being provided for recording special appropriations or appropriations used infrequently. Spaces for total payments to date from each appropriation are not provided for, but totals may be shown in pencil immediately below the voucher entries. As "paid" Forms 79a are received, comparison should be made with the entries on this form, which entries should be checked or the date of payment indicated in the column provided therefor. If any differences such as disallowances, changes in distribution between appropriations, etc., are noted in the comparison, the necessary adjustment entries should be made immediately on this form, as of the month in which the correction is actually made; also on the proper suballotment or project forms, or individual salary cards, decreases in red ink. Changes should always be adjusted by a separate entry and not by erasing the original entry. Unchecked entries, or entries with the "Date paid" column blank, will indicate vouchers on which payment has not been made.

This form will serve as an index to certificate numbers and will show at all times the condition of the expenditures under the several appropriations.

When Form 19a is filled both front and back a new sheet should be started and the column totals brought forward.

Form 19b—Salaries and Expenses, Region, Suballotment Register.

The suballotments of salary and expense, region, carried on this form are similar to those used on the estimate and allotment sheets. Sufficient spaces have been provided for changes in suballotments ordered by the regional

forester, or made within the scope of the supervisor's authority as outlined by the regional forester's instructions.

If allotments are made by the regional forester from salaries and expenses, region, for improvement work, such as a scaler's cabin, the amount will be taken up under salaries and expenses on the allotment register (Form 19) and a special suballotment sheet on Form 19h set up on which the record of suballotment and disbursements thereunder will be carried. Disbursement entries will be made directly from the voucher register to the Form 19h. The record on Form 19h will furnish the necessary information for the statistical records and the improvement project record.

When authorized by the regional forester, suballotments for travel (exclusive of auto mileage), travel (auto mileage), and forage (forest officers' horses), may be omitted from this form and entered directly to the control record, Form 19f.

Form 19c—Salaries and Expenses, Region, Suballotment Expenditure Register.

This sheet is arranged in columns with headings for each of the suballotments shown on Form 19b. When a salaries and expenses charge is entered on the voucher register (Form 19a) the amount of which covers one or more suballotment items, a proper distribution of the charge should be entered on Form 19c, and the cross footings of such charges should equal the total salaries and expenses charge entered on Form 19a for the certificate, except when special suballotments are involved (for improvement work, etc.) in which event the expenditure will be posted directly from Form 19a to the supplemental sheet (Form 19h). When authorized by the regional forester, entries for travel (exclusive of auto mileage), travel (auto mileage), and forage (forest officers' horses), may be entered directly to the control record, Form 19f.

The column totals, together with Forms 19h for special suballotments, and 19f, if authorized as indicated above, should be added monthly if practicable but at least quarterly, and checked against the total salaries and expenses disbursements entered on the voucher register (Form 19a).

Form 19d—Individual Wage Record of Unappointed Employees.

This form will be used for recording payments of individual wages of employees serving without formal appointment, such as administrative guards, protection guards, lookouts, telephone operators, etc. Use of the form is optional; its chief value is on those forests employing a large force of short-term protection men. Supervisors preferring to use Form 19i for the purpose indicated may do so within their discretion.

Form 19e—Passenger Transportation Record.

This sheet will be used to keep a complete record of all transportation requests issued to the supervisor or others employed on the forest. All requests should be recorded immediately upon receipt and the record completed as the requests are issued and used.

Any transportation requests not issued to the unit, but which are charged to the unit, should be added to this record in order to have a complete record of transportation requests. Similarly, when requests issued to a unit are transferred or charged to other units appropriate entry should be made showing their disposition.

As each person is held personally accountable for the transportation requests issued to him, care should be taken in entering the charges properly in the spaces provided. When a charge for passenger transportation is entered, a certificate number should be given and corresponding entries made on the voucher register and the travel record. If the correct charge can not be made, an approximate amount should be entered and correction made when the paid Form 79a is returned to the supervisor.

This sheet will also be used in the regional fiscal agent's office as a record of requests issued to regional office personnel, using a sheet for each individual.

Form 19f—Individual Travel, Auto Mileage, and Forage Record.

This sheet will be used for record of individual allotments and expenditures to forest officers for (1) travel (exclusive of auto mileage), (2) travel (auto-mobile mileage), and (3) forage (forest officers' horses). Sufficient spaces are provided for record of four persons. The forest officers' name, individual allotment figures, and any other required data should be placed at the top of the column.

The travel (exclusive of auto mileage), travel (auto mileage), and forage (forest officers' horses), allotments, and disbursements should be added separately and balanced against the total allotments and disbursements for these items on Forms 19b and 19c, except where the regional forester has authorized the omission of items of this kind from Forms 19b and 19c.

Form 19g—Project Suballotment Summary Record.

This form is provided for the use of the supervisor in suballotting appropriation allotments for project work, the record of net project allotments being kept on Forms 19h or 19h-1. Spaces are provided for the activity or project number, the name of the particular project, the amount suballotted, and the balance available. The use of this form in supervisors' offices is optional; its chief value is in the assembling of contingents and unencumbered balances.

Form 19h—Project Record.

This form will be used for suballotments from improvement, planting, forest road development, cooperative work, Forest Service, etc., appropriations, and will carry the name of the suballotment, appropriation, amount allotted, and record of expenditures. This form is designed to serve the dual purpose of fund accounting and cost accounting.

Contributed time reported on monthly service reports (Form 26) will be computed on Forms 34a and entered in the column "Contributed time" from Form 34. If the salary of the appointee is paid from the allotment for the project the amount should be entered as a direct disbursement against the project allotment. The cost of contributed expenses will be shown in the column "Contributed Expense." The value of gratuitous cooperative labor and material will be entered in the block "Cooperation." The total of columns "Total to date," "Contributed time," "Contributed expense," and "Cooperation" will be the total cost of the project. In comparing amount expended with the amount allotted, the expenditures in the "Total to date" column will be used.

Separate Forms 19h, Project records, will be maintained for "Undeposited cooperation" which will be treated as any other appropriation, through the voucher register. "Undeposited cooperation," as here used, will pertain to expenditures made by outside agencies on vouchers certified or approved by forest officers.

For improvement construction projects the total costs are summarized on the improvement project records.

This form will also be used for recording the cost of fire suppression by individual fires, a sheet being maintained also for false-alarm fires and emergency rations. The columns under block "Expenditures from appropriation" provide for the distribution and total of all expenses actually paid from the fighting-fire appropriation. Travel and subsistence expense of forest officers will be shown in the column "Contributed expense." Contributed time of forest officers when taken from individual fire reports (Form 929) or when calculated on other than a fiscal-year basis, will be taken up in the column provided under memo.

The column "Cooperation" will be used for recording gratuitous cooperation reported from all sources, including the figures on individual fire report. In the case of fire repayments, expenditures from the fire fund will be decreased and the amount transferred to the "Cooperative repayments" column.

This form will be used to assemble all of the costs of fire suppression and in checking and correcting that part of the individual fire report applying to costs. The total of the figures appearing in the "Total cost" column, will give the total cost of the fire.

(See instructions under "Posting and recording.")

The columns as arranged furnish the information required on sheet "A" of the annual Fire Statistical Report.

Form 19i—Salaries and Wages, Individual.

This form will be used for recording payments of individual salaries of persons serving under appointment and for all unappointed employees, such as administrative guards, whose wages are to be included in the salary summary (unless Form 19d for unappointed employees of this class is used). It may also be used for unappointed employees whose wages are not included in the salary summary, but for whom it is desired to set up individual salary liabilities such as protection guards, lookouts, etc. When used for employees whose wages will not be reported in the salary summary, or when portions of the salary are to be so reported and other portions charged directly to the activity concerned, the sheet or the items excluded from the salary summary must be appropriately marked to indicate this fact, so that it will be possible to determine for each individual the amount and period to be accounted for in the salary summary.

In the top block will be entered the latest appointment status of the individual, with subsequent changes made during the fiscal year. Spaces are also provided in the upper block for entry of the amount allotted for the individual's salary for the year and any changes therein. In the lower block will be entered the "Net salary earned" in the proper appropriation columns. This will be the amount with which the appropriation is charged and will equal the sum of the "Retirement," "Other," and "Amount paid" columns. Retirement, quarters, and other deductions should be entered in the columns provided. "Amount paid" will be the gross salary less "Retirement," "Quarters," and "Other" deductions.

Payments for articles or services purchased for the individual, deduction for which has been or will be made from his salary, will be recorded in the columns under "Memorandum of commissary payments." The sum of these payments must be fully covered by salary deductions, which are recorded in the "Deductions—Other" column.

The total net salary earned will be entered currently upon the voucher register and other records concerned except when "other" deductions are involved, in which event entry on the voucher register will be reduced accordingly.

As employees not under appointment do not come within the provisions of the retirement act, no entries in the "Retirement" columns will be made on Form 19i in such cases.

Form 19k—General Accounting Office Settlement Record.

Use of this form on the forests and at the experiment stations is optional, being intended to serve when found convenient, as a record of bills of lading received from the regional fiscal agent. While it is expected that all bills of lading will be accounted for, it is not necessary to return spoiled or canceled forms to the regional fiscal agent's office; simply an appropriate notation on the forest records is sufficient.

The form will also be employed in the regional fiscal agent's office as a register of freight bills of lading by units of organization, appropriations, and sub-appropriations.

Form 19-l—Special Allotment or Expenditure Register.

This form is ruled similar to Form 19a, the appropriation designations being omitted. It is intended for use on the forests for the purpose of maintaining special expenditure or suballotment registers, not contemplated by the standard accounting system, which may be considered necessary by the regional forester or forest supervisor in connection with local administration. It may also be used as the controlling voucher register by experiment stations and other units of organization having allotments from only a few appropriations.

Form 19m—Miscellaneous Record Sheet.

This form contains only horizontal ruling and is intended for use in connection with special or local records for which Form 19-l or other regular forms are not appropriate. Vertical rulings may be added as the requirements of the work in hand dictate.

Form 19n—Travel Identification Card Register.

This form is provided as a register of all identification cards issued on a forest or other unit in connection with the use of Government transportation requests and should be brought forward annually and filed with the current accounts records. When a card is issued the next available number will be assigned to the card and complete entry made on this form. When a card is canceled or lost appropriate entry will be made in the cancellation column.

Subdivision of Suballotments of Salaries and Expenses, Region.

When it is considered desirable or necessary, the regional forester may direct the supervisor to subdivide any suballotment of salaries and expenses, regional funds, and maintain a separate record of expenditures under each of such subdivisions. This may be accomplished by simply placing an additional sheet behind the main or control sheet for each subdivision of the suballotment so created.

It will be noted that Form 19f, "Travel," "Automobile mileage," and "Forage (forest officers)," is arranged in blocks, which arrangement lends itself readily to the necessary distribution of items of expenditure under these suballotments, either by individuals or projects, as the case may be. If more columns are required, an additional form may be used. Subdivisions of the suballotments should be set aside for each individual or project, and the amounts thereof, with the name of the individual or project entered in the blank space at the top of the block. Expenditures will then be currently entered in the space below. No voucher will be entered unless the unencumbered funds in the block are sufficient to pay it.

Arrangement of Forms.

Suballotment register (Form 19b) is arranged to face the suballotment disbursement page (Form 19c). As each of the respective pages of the voucher or suballotment disbursement sheets are completed, pen-and-ink footings should be made for each column and carried forward to the top of the corresponding column on the succeeding page. In the case of Form 19c, the new or working pages should be placed on top of the last filled page. This method makes reference to the condition of funds available at a glance because of the relative position of the suballotment and disbursement sheets.

There should be a clear-cut division between appropriations in the arrangement of the accounting forms in the binder. That is, all project and suballotment sheets in the "Salaries and expenses, region" subappropriation should be grouped behind an index tab bearing that designation, etc. (See "Posting and recording.")

An attempt should be made at all times to make the record complete, so that it is intelligible to a person unfamiliar with the conditions in the particular organization.

^aAll Forms 19h and ~~19h-1~~ should be headed with a complete designation of the projected work covered by the record. The fiscal year should always be entered upon all forms and the calendar-year date shown on those forms which provide a column for such information. When transfers are made in allotments or suballotments, a sufficiently detailed explanation or cross reference to correspondence or memoranda should be made.

FINANCIAL STATEMENT, FORM 44 (FORESTS)

^b Form 44 is a periodic financial statement for forests and other units, except experiment stations (see Form 44 Exp. Sta.), covering all appropriations, including refunds and cooperative work, Forest Service. It is in effect a statement of allotments, expenditures incurred, and an estimate of future liabilities for the current fiscal year. It serves as a check between the district fiscal agent's and the field officer's records of both allotments and expenditures, and as an administrative balance sheet. Administratively, its purpose is that of a progress report of financial plans and a basis for necessary readjustment in those plans.

Preparation.

The actual allotments made by the district forester should be entered in column No. 1 in the upper block. This does not apply in the case of fire and refunds for which allotment letters are not written; for these funds the disbursements will be considered as the allotment.

In column No. 2, enter the liabilities incurred from the beginning of the fiscal year to the last date covered by the report. Every expense which was incurred during the period of the report, regardless of whether submitted for payment or not, should be included.

In column No. 3, show the estimated expenditures to be incurred from the date to which the report extends until the close of the fiscal year. This does not mean that simply the unexpended balances appearing in the accounts book will be listed. Liabilities must be figured in each instance as closely as possible. Reports from rangers should be secured when necessary to make this information accurate.

Any surplus or deficit that may occur will be taken up in column 4 or 5. When there is a surplus, the total of columns 2, 3, and 4 should equal column 1. When a deficit is involved the difference between column 5 and the sum of columns 2 and 3 should equal column 1.

The lower block is designed for reporting the status of the salaries and expenses district suballotment.¹²¹ The totals of columns 1 and 2 should equal the amount shown in the corresponding columns of the upper block opposite salaries and expenses. The total of column 4 should agree with the salary and expense figures in column 3 of the upper block. The net total of column 5 should agree with the difference between columns 4 and 5 of the upper block. The net total of column 5, subtracted from column 4 in the case of a deficit and added if a surplus, should equal column 3.

All accounts for the period of the report which appear as unpaid on the voucher register should be listed on the back of the Form 44. Unvouchered liabilities included in expenditures should be stated in a lump sum by appropriation after the last entry of unpaid vouchered accounts. "Paid" Forms 79a stamped showing payment after the last date of the period covered by Form 44, may be held temporarily in the attention basket, the entries for such "paid" Forms 79a on the voucher register not being made until the Form 44 is submitted. Previous correction entries should also be checked off in the "Date paid" column so that all unchecked entries or entries not having the date of payment noted, can be entered under "Accounts unpaid" on the back of the Form 44.

^a Amdt. No. 187, effective Oct. 17, 1929.

^b Amdt. No. 188, effective Oct. 17, 1929.

Changes in suballotments within the authority of field officers should be made before the report is prepared, and a surplus will indicate that the forest allotment may be decreased by that amount. All deficits must be explained, and request made for an increase in allotment.

The reports should balance in all respects before they are mailed.

Special Salary and Expense, District Allotments.¹²¹

Special salary and expense allotments for insect control, boundary surveys, and other special work as directed by the district forester, which must not be increased or decreased without authority, will be interlined as additional suballotments in the lower block on all Forms 44. In order to keep track of such allotments and expenditures thereunder, the current record will be carried on Form 19h.

Cooperative Funds, Undeposited.

If cooperation on any Forest Service activity or project involves the contribution of funds which, for any reason, will not be deposited with the Treasurer of the United States through the district fiscal agent, in the usual manner, a report of such cooperative funds should be made in the space provided therefor on Form 44. The report should show for each activity or project (1) the name of the activity or project, (2) the name or names of the cooperators, (3) amount contributed and where held, (4) the amount disbursed, and (5) the procedure and by whom disbursements are made.

When Required.

Reports on Form 44 will be submitted in duplicate for the periods ending September 30, December 31, March 31, and July 31, and more frequently when desired by the district forester. On the final or supplemental report (July 31) every precaution should be exercised to make certain that all known liabilities are included. The salary and expense suballotment blocks may be ignored on any of the reports when authorized by the district forester.

When Form 44 is submitted without the personal review of the officer in charge, this fact should be explained.

EXPERIMENT STATIONS ¹²¹

~~(NOTE.—Where district forester and district fiscal agent are referred to in the instructions under this section, the terms "Forester" and "chief of finance and accounts" will be understood as substituted for the eastern stations directly under the Forester's office.)~~

GENERAL

The general instructions and those for field stations appearing in the finance and accounts section of the Manual apply with equal effect to experiment stations, except where instructions specifically applicable to experiment stations are issued or included in the Manual. Particular attention is directed to the provisions of the Manual relating to (1) undeposited cooperative accounts, (2) preparation and filing of vouchers, time slips, and bills, (3) budget expenditure classification, (4) property accounting, (5) outstanding liabilities on June 30, (6) appropriations and uses, and (7) bids and exigency statements.

While the accounting requirements of the experiment stations are similar in principle to those of the national forests, there are sufficient variations to render necessary separate accounting instructions and the substitution of special record and reporting forms in certain instances.

AUTHORIZATIONS

A general letter of authorization will be issued to the director by the district forester to incur the necessary expenses, subject to legal limitations and the terms of the appropriation acts, in connection with the administration of the experiment stations, including authority to perform the necessary travel. This general letter will provide for delegation by the director of authority under it to other members of his staff. All subordinate members will incur expenses under this letter, no individual letters of authorization being issued by the director.

ALLOTMENT

Allotments will be made to the experiment stations by the branch of research in Washington against which expenses for salaries, wages, travel, rent, supplies, etc., will be charged. The expenditure program should be so planned that the amounts allotted may be utilized to the best advantage throughout the fiscal year and with the view of avoiding any possibility of incurring a deficit. In no case will allotments be exceeded unless specifically authorized in advance by the branch of research.

Allotments may also be made by the district foresters to the experiment stations for special district projects for which the station's regular funds are not available. Allotments made for specific projects or lines of work must not be expended for other than such specific purposes, and any balances not required should be reported promptly so that they may be utilized elsewhere as needed.

Each experiment station will maintain a separate record of the allotments received from the various appropriations and subappropriations, such as salaries and expenses, silvical investigations; salaries and expenses, range investigations; cooperative work, Forest Service ~~(deposited)~~; and other funds. When allotments are received from subappropriations of salaries and expenses, such as improvements, planting, reconnaissance, etc., or from other funds appropriated for specific purposes, a separate record will be kept.

VOUCHERS

Accounts of all classes will be promptly vouchered and submitted to the district fiscal agent for payment; memorandum copies of bills of lading and transportation requests will also be forwarded with the minimum delay. It is important for accounting purposes that reimbursement vouchers be prepared at the close of each month, or upon completion of a trip when it is probable no further travel will be performed during the month.

A literal observance of the above procedure will aid materially in the maintenance of true liabilities and will make the accounting records of full value to the director for financial control purposes.

ENTRIES

The necessary entries of expenditures will be made on the voucher register, salary, ~~and project records~~ ^{and expenditure} before the voucher is certified and forwarded to the district fiscal agent with Form 79 a-b. Both expenditure and allotment entries on the project or other subordinate records kept by appropriations or subappropriations will be totaled and verified from time to time with the totals on the major control and appropriation summaries. Such figures should invariably be checked immediately preceding the preparation of the periodic financial reports on Form 44, Exp. Sta.

Care should be exercised to see that the expenditures chargeable to any appropriation or subappropriation are not in excess of the amount allotted from the appropriation or subappropriation involved. Vouchers exceeding allotments will in no case be certified to the district fiscal agent for payment unless the necessary additional funds are provided.

DESCRIPTION AND USE OF FORMS

Form 19 Exp. Sta. Allotment and Suballotment Register.

This form is designed especially for use by experiment stations. It is arranged for recording allotments made to the experiment station during the fiscal year and for suballotments of the silvical investigations fund (or range investigations, in the case of range experiment stations). The allotment for a "no year" appropriation (such as cooperative work, Forest Service) on July 1 will be the actual undisbursed balance remaining on hand after the close of business on June 30, which balance may be arrived at in the station offices by adding the unpaid certificates to the unexpended balance appearing on the station records; the unpaid certificates will be transferred to the records for the new fiscal year.

A sufficient number of frames are provided to take care of the suballotments of the subappropriation silvical investigations (or range investigations) which usually will represent the major allotment to a station, and for four additional appropriations or subappropriations. This number should ordinarily be sufficient; if more spaces are needed, a second Form 19 Exp. Sta. should be used. Suballotments of appropriations or subappropriations as in the case of silvical investigations (or range investigations) will not ordinarily be made. The "total" column under the investigations fund should equal the sum of all the suballotment columns.

All allotments to the station will be entered on this form as received, which will at all times show the total amount allotted for the station's use during the fiscal year. Transfers between allotments from appropriations or subappropriations are prohibited, but transfers between the suballotments of silvical investigations (or range investigations) may be made in the discretion of the director, except when specifically forbidden in special cases.

This sheet is provided with a right-hand binding margin and is placed directly opposite the register of expenditures (19-a Exp. Sta.).

Form 19-a Exp. Sta. Voucher Register.

This form provides for subdivisions of silvical investigations (or range investigations) and for four additional appropriations or subappropriations, conforming to its companion form, 19 Exp. Sta. If the four additional columns are not sufficient, a second form 19a Exp. Sta. should be used. Each voucher will be entered on this form and the amount extended to the proper column or columns. Spaces for total payments to date from each appropriation or subdivision of salaries and expenses, silvical investigations (or range investigations) are not provided, but totals may be noted in pencil immediately below the voucher entries as often as desired. As "paid" Form 79a is returned by the fiscal office comparison should be made with the entries on this form and a check mark or the date of payment entered in the "date paid" column. If any differences, such as disallowances, changes in distribution between appropriations, etc., are noted in the comparison, the necessary adjustment entries should be made immediately on this form and on the project records, individual salary sheets, or other forms affected; decreases will be entered in red ink. Changes should always be effected by separate entries and not by erasing or correcting the original entry. Entries with the "date paid" column blank will indicate vouchers on which payment has not been made.

The total column under the investigations fund will equal the sum of all the subdivision columns under this fund.

This form will serve as an index to certificate numbers and will show all expenditures for which the station has submitted vouchers during the fiscal year, under the several appropriations and subappropriations and the subdivisions of the investigations fund.

The form will be filed in the binder opposite Form 19 Exp. Sta. When both front and back are filled a new sheet should be placed on top and the totals of the columns brought forward. This arrangement provides ready comparison of expenditures with allotments. The difference between the total allotments on Form 19 Exp. Sta. and the total expenditures in the corresponding column on Form 19a Exp. Sta. will be the balance available for the payment of existing liabilities and obligations to be incurred during the remainder of the fiscal year.

Form 19d. Individual Wage Record of Unappointed Employees.

This form will be used for all unappointed employees, such as field assistants, whose wages are not charged direct to projects but are to be distributed periodically through the salary summary. It may also be used for unappointed employees whose wages are charged currently to projects but for whom it is desired to set up individual salary liabilities. When used for employees whose wages will not be included in the periodic distribution, or when portions of the wages are to be so included and other portions charged directly to the project concerned, the sheets, or the items, must be appropriately marked to indicate which are distributed currently and which periodically, so that the amount and period to be accounted for in the periodic distribution may be readily and accurately determined for each individual.

Form 19e. Passenger Transportation Record.

This form will be used to keep a complete record of all transportation requests issued to the director or other members of the station. All requests should be recorded immediately upon receipt, and the record completed as the requests are issued and used.

Any transportation requests not issued to the station but which are chargeable against station funds should be added to this record in order that the transportation requests accountability record may be complete. Similarly, when requests issued to a station are transferred to members of other units, appropriate entry should be made showing their disposition, and the unit affected notified by letter, sending copy of the letter to the regional fiscal agent.

As each person is held personally accountable for the transportation requests issued to him, care should be taken to enter the charges properly in the spaces provided. When a charge for passenger transportation is entered, a certificate number should be given and entries made on the voucher register and on the travel and project records affected. If the correct charges can not be made, an approximate amount should be entered and correction made when the paid Form 79a is returned to the station.

Form 19f. Individual Travel, Auto Mileage, and Forage Record.

This form will be used for record of individual allotments and expenditures for (1) travel exclusive of auto mileage; (2) travel, auto mileage; and (3) forage. Sufficient spaces are provided for a record of four persons to a sheet. The station officer's name, individual allotment figures, and other required data should be placed at the top of the column.

If the total travel allotment of the station is not fully suballotted to individuals, an extra column headed "contingent" may be used for a record of the unallotted travel balance. A contingent where used will absorb decreases in individual allotments (except where the decrease is transferred directly to another individual's allotment), and will be available for increasing individual allotments as necessary. Increases or decreases in the individual allotments, including contingent, will be entered in the "changes" column (decreases in red) and added to or subtracted from the previous amounts in the travel, auto mileage, and forage columns. Where allotments to individuals are not divided between auto mileage and other travel, the auto mileage allotment column may be disregarded and the total of the travel allotment shown in the "travel" column. The total of the individual allotments for travel and auto mileage, including the contingent, should always equal the gross allotment for travel as shown on Form 19, Exp. Sta.

Expenditures will be recorded in the lower portion of the form. Expenditures for auto mileage and other travel will be shown separately in the columns provided, regardless of whether or not the allotment is so divided. The total of all travel and auto-mileage expenditures on Form 19f should at all times equal the total of the travel column on Form 19a, Exp. Sta.

The travel expenditures of each member will be recorded on this form, whether individual travel allotments are set up or not.

In addition to forage allotments and expenditures for employees' stock a record of the cost of maintaining Government-owned stock may be conveniently kept on this form; the form also lends itself readily for keeping special records of subdivisions of suballotments by individuals or otherwise by changing the printed heading as desired.

Form 19g. Exp. Sta. Project Suballotment Summary Record.

This form is provided for recording suballotments of station funds to project work, its use being optional with the director. The chief value of the form is in the assembling of contingents and unencumbered balances. It is recommended for use more particularly in connection with the appropriation "Co-operative work, Forest Service," and other special appropriations from which expenditures are limited to specified projects or lines of work.

The blank space at the top of each section is for entry of the title of the appropriation or subappropriation from which suballotments to projects are to be made. The amount of the station allotment will be entered in the upper block in the "allotment" column. Increases and decreases will be entered in the "changes" column (decreases in red) and added to or subtracted from the last previous amount in the "allotment" column. Suballotments to projects will be entered in the lower block; the balance available for further suballotment will also appear in the lower block.

Form 19h. Project Suballotment and Expenditure Record.

This form will be used in all cases for current records of an investigative, improvement, or other projects (or classes) to which allotments are made. If a project is divided into several subprojects each subproject may be set up on a separate form, the sum of these forms constituting the total record of the project as a whole.

The allotment block will be used for recording the allotments made to the projects, subprojects, or classes. If allotments to the same project are made from more than one appropriation or subappropriation, a separate Form 19h will be used for each fund.

Undeposited cooperation will be treated as an appropriation and a separate Form 19h used for that fund. "Undeposited cooperation," as here used, will include expenditures made by outside agencies on vouchers certified or approved by forest officers. Labor or material donated by outside agencies (forest officers having no responsibility for the approval and certification of bills or vouchers), designated "Gratuitous cooperation," will be entered in the "Memo.-Cooperation" column on Form 19h.

Vouchers paid from the allotment fund will be entered in the columns under the heading "Expenditures from appropriation" and added to the previous expenditures in the "Total to date" column. When the wages of an employee are paid from a project allotment the amount should be entered in the "Temporary labor" column as a direct disbursement from the allotment.

If a regular employee is paid from the allotment and it is desirable to record his salary separately from the wages of temporary employees, one of the blank columns under "Expenditures from appropriation" may be headed "Salary."

The columns "Time" and "Expense" under "Contributed" are provided for entry of Forest Service expenditures which are not paid from the funds allotted to the project but which are properly a part of the project cost. Contributed time of employees will be computed from monthly service reports and entered on Forms 19h from the salary summary. Expenses other than salary chargeable to the cost of the project but not paid from the project allotment will be entered currently in the "Contributed expense" column.

Entries of gratuitous cooperative labor and materials furnished in the block "cooperation" should not be confused with expenditures made on Government vouchers from the fund "Cooperative work, Forest Service," or expenditures against "Undeposited cooperation" by outside agencies on vouchers certified or approved by forest officers, which funds are treated the same for accounting purposes as regular Federal appropriations.

Deposits to the fund "Cooperative work, Forest Service" are usually made for a specific purpose, and such amounts will invariably be set up as allotments to the projects, subprojects, or project class for which deposited. Allotments must also be set up for special funds allotted to the station from Government moneys for exclusive use on definitely specified projects. In neither case will expenditures be vouchered for payment until formal allotment notice is received from the regional fiscal agent.

The amount in the column "Total cost," will represent the total cost of the project to date for the current year. In comparing amount expended with the amount allotted, the expenditures in the "Total to date" column will be used.

Project expenditure records where project allotments are not made should ordinarily be maintained on this form; where Form 19o or 21i answers the purpose and is preferred, either may be used.

Form 19i. Salaries, Individual.

This form will be used for recording payments of individual salaries of persons serving under appointment. In the top block will be entered the latest appointment status of the individual, with subsequent changes made during the fiscal year. Spaces are also provided in the upper block for entry of the amount allotted for the individual's salary for the year and any changes therein. Where living quarters are furnished, the gross salary, quarters deduction, and net salary rates should be entered in the columns provided for the purpose. In cases where there are no quarters deductions the gross salary column only will be used.

In the lower block in the proper appropriation columns will be entered the "net salary earned," which is inclusive of retirement and "other" deductions, but not quarters deductions. Where quarters deductions are made, the retirement deduction will be based on the gross salary. Assuming that the appointment record in the upper block showed gross, \$1,800; quarters, \$120; and net, \$1,680, the monthly entry in the lower block (if there were no leave without pay), would be net salary earned, \$140; gross salary earned, \$150; retirement deductions, \$5.25; quarters deduction, \$10, and amount paid, \$134.75. Deduction of the full month's quarters rate will be made where leave without pay is taken unless the quarters are vacated and rendered available for other official use. In the illustration above if three days' leave without pay were taken, the entries in the lower block would be net salary earned, \$125; gross salary earned, \$135; retirement deductions, \$4.73; quarters deduction, \$10; and amount paid, \$120.27.

Payments for articles or services purchased for the individual, deduction for which has been or will be made from his salary, will be recorded in the columns under "Memorandum of commissary payments." The sum of these payments must be fully covered by salary deductions, which are recorded in the "Deductions, other" column.

The total net salary earned will be entered currently upon the voucher register and other records concerned, except where "other" deductions are involved, in which event entry on the voucher register will be reduced accordingly.

Form 19k. General Accounting Office Settlement Record.

This form, the use of which is optional, is provided for record of bills of lading received from the regional fiscal agent. While it is expected that all bills of lading will be accounted for, it is not necessary to return spoiled or canceled forms to the regional fiscal agent's office; simply an appropriate notation on the station records is sufficient.

When a supply of bills of lading is received they should be recorded in numerical order in the "bill of lading number" column and the remaining columns filled in as the bills of lading are used. The columns "R. R. bill No. —," "Schedule," and "Payment" will not be used by the experiment stations. When bills of lading are paid for amounts different from that entered under "liability," correction will be recorded by lining out the amount of the original entry and substituting the paid amount in lieu thereof.

Form 19m. Miscellaneous Record Sheet.

This form contains only horizontal ruling and is intended for use in connection with special or local records for which the regular forms are not appropriate. Vertical rulings may be added as needed.

Form 19n. Travel Identification Card Register.

This form is provided as a register of all identification cards issued at an experiment station in connection with the use of Government transportation requests; the sheet should be brought forward annually and filed with the current accounts records. When a card is issued the next available number will be assigned to the card and complete entry made on this form. Upon cancellation or loss of a card appropriate entry will be made in the cancellation column.

Form 19o. Project Cost Record.

Cumulative project, subproject, or project class (forestation, influences, etc.) cost records will be kept on this form. At the end of each fiscal year the totals of the current Forms 19h should be transferred in one sum to the cumulative form for the project, subproject, or class, the fiscal year being entered in the "Date" column. When a project is financed from more than one fund the amounts for the several funds will be combined for posting to the cumulative record. "Undeposited cooperation" expenditures will be included with the station expenditures, unless a separate cumulative record is preferred for local use. These sheets should be filed in the back of the current binder behind an appropriately labeled index tab.

If it fulfills the purpose and is preferred to Forms 19h, this form may also be used as a current record of costs for (1) projects, (2) major project classes (forestation, influence, management, naval stores, etc., and natural revegetation, artificial reseeding, carrying capacity, protection, etc.), and (3) subprojects. The project numbers (or project class names if cost records are maintained by classes only) will be entered in the blank spaces at the top. Expenditures properly chargeable to the cost of the project or class will be entered regardless of the appropriation from which paid, including expenditures that would fall under "contributed time and expense," where record sheets, Form 19h, is used. Supplies or services furnished by cooperators (gratuitous cooperation) and expenditures made direct by cooperators on vouchers certified or approved by forest officers (undeposited cooperation) will be recorded on a separate sheet, to avoid confusion with official service expenditures.

The form may be found adaptable to special or supplemental records for which standard forms are not expressly provided.

Arrangement of Forms.

The allotment and suballotment register (Form 19, Exp. Sta.) is arranged to face the voucher register (Form 19a, Exp. Sta.). As pages of the voucher register are completed, footings should be made of each column and carried forward to the top of the corresponding column on the succeeding page, the new or working pages to be placed on top of the last filled page. This method makes reference to the condition of funds available at a glance because of the relative positions of the allotment and disbursement sheets, as the working page always lies to the right of the allotment or controlling page, which opens to the left.

There should be a clear-cut division between appropriations in the arrangement of the accounting forms in the binder. That is, all project and suballotment sheets in the salaries and expense, silvical investigations subappropriation should be grouped behind an index tab bearing that designation, those for cooperative work, Forest Service, in another group, etc. (See "Posting and recording.")

An attempt should be made at all times to make the record complete, so that it is intelligible to a person unfamiliar with the conditions at the station. All Forms 19h should be headed with a complete designation of the project work covered by the record. The fiscal year should always be entered upon all forms and the calendar year date shown on those forms which provide a column for such information. When transfers are made in allotments or suballotments, a sufficiently detailed explanation or cross-reference to correspondence or memoranda should be made.

Form 21i. Activity Expenditure Record.

This form is to be used by all units to record all expenditures not entered on individual project record sheets. (Form 19h.) It may also be used as an activity-expansion record. (See instructions under "Cost accounting.")

FINANCIAL STATEMENT

Form 44 (Exp. Stat.) is a periodic financial statement for experiment stations. These reports will be submitted for fiscal checking and administrative review as of September 30, December 31, March 31, and July 31 (for the previous fiscal year). *done 11/2/31*

The report will be prepared in triplicate, forwarding one copy to the branch of research in Washington and two copies to the regional fiscal agent handling the vouchers of the station. They should be submitted in time to reach the regional fiscal agent by the 10th of the month following the close of the reporting period. If the regional fiscal agent finds the report correct, it will be signed and one copy returned to the station. Any discrepancies will be adjusted by correspondence. If it desires the station may keep an extra temporary copy on yellow paper until the signed copy is returned from the fiscal office.

In the upper block will be shown all expenses incurred to the close of the reporting period showing the vouchered and unvouchered separately, the sum of the two being the total expenditures. The difference between this total and the allotment will be entered in the balance space.

In the lower block will be entered the liabilities from the close of the reporting period to the close of the fiscal year. The difference between the total liabilities and the balance brought down from the upper block will be the surplus or deficit. An extra sheet may be used for any necessary explanations. When special reports are submitted for fiscal checking only this block need not be filled in.

On the back of the form will be listed all certificates for which the paid Form 79a has not been returned to the station. "Paid" Forms 79a stamped showing payment after the last date of the period covered by Form 44 (Exp. Sta.) may be held temporarily in the attention basket, the entries for such "paid" Form 79a on the voucher register not being made until the report is submitted. Previous correction entries should also be checked off in the "date-paid" column, so that all unchecked entries or entries not having the date of payment noted can be entered under "accounts unpaid" on the back of the form.

In addition to the forms 44 Exp. Sta. required by the foregoing, a similar report will be made to the branch of research in Washington on November 30, April 30, and ~~May 31~~. Reports for these dates will be made in duplicate, the original being forwarded direct to the Washington office by the 10th of the following month and the carbon copy retained by the station. Unpaid accounts need not be listed on these reports and no copy will be submitted to the regional fiscal agent.

ACTIVITY COST KEEPING

Of the 48 captions under which the activity cost keeping of the service is divided, activity No. 47, "Research S. & P." (for forest experiment stations) and No. 48, "Research range" (for range experiment stations) will ordinarily carry all the experiment station work. If other activities are involved at any time distribution should be made accordingly, but at the end of the year such other activities should be treated as details to the forest or other unit on account of which the work was performed, as such activities pertain to the national forests and other units rather than to the experiment stations. The experiment stations are treated in the activity cost-keeping system as separate units and not as a part of the forests in or near which they may be located. (See instructions under "Cost accounting" for activities or elements of cost.)

PROJECT COST KEEPING

The investigative work of the forest and range experiment stations will be divided into the following major project classes, which includes for accounting purposes "administration and equipment (suspense)" and "salaries and wages (suspense)."

Forest experiment
Forestation.
Influence.
Management.
Measurements.
Naval stores.
Protection.
Types.
Special.
Administration and
equipment (suspense).
Salaries and wages (suspense).

Range experiment
Artificial reseedling.
Natural revegetation.
Plant identification.
Climate and plant growth.
Carrying capacity.
Periods.
Handling stock.
Water development.
Protection.
Poisonous plant.
Special.
Administration and
equipment (suspense).
Salaries and wages (suspense).

For the purpose of recording the costs of individual projects under the major headings (or of the class where costs of individual projects are not desired), Form 19h should be used as described in the instructions for those forms. Subdivisions of any project may be kept by treating each subdivision as a project.

Administration and Equipment (Suspense).

Expenditures of a general or supervisory character not directly chargeable to investigative projects will be grouped together under "administration and equipment." Expenditures for specific projects (or classes where the record is kept by classes only) and not for general purposes, will be charged direct to the project (or class).

The administrative costs (supervisory salaries, office equipment, rent, and like expenses) will be distributed to the projects or project classes at the close of the fiscal year upon a pro rata basis. This proration will be delayed until after distribution of salaries and wages (suspense) is made through the salary summary.

When project records are kept on Forms 19h the amounts apportioned to each project (or class) will be entered in the columns "Contributed time" and "Contributed expense." As all expenditures of the station are to be distributed among the projects (or classes), the total costs of all projects (or classes), exclusive of gratuitous cooperation (i. e., labor and materials donated by co-operators for which vouchers are not certified by forest officers), will equal the total expenditures shown by the voucher register, minus any amounts expended by the station for the benefits of the national forests or other units of organization, treated as details, and plus any details to the station from other units.

Salaries and Wages (Suspense).

Expenditures for salaries or wages which are not charged currently to investigative projects (or project classes) or to administration and equipment—that is those to be distributed periodically through the salary summary—will be grouped under "Salaries and wages (suspense)." This will serve as a summary of all salaries and wages not distributed currently to projects or project classes (including administration and equipment), and should always equal the sum of the amounts on all forms 19d and 19i to be included in the periodic salary summary.

Complete distribution of salaries and wages (suspense) should always be made before the project administration and equipment is prorated to the investigated projects, since usually a portion of the salary and wage suspense will be distributable to administration and equipment.

Service Reports.

Individual service reports should be prepared monthly for all employees whose salaries or wages are not charged directly to project allotments. Forest Form 26 may be used when practicable, disregarding the printed activity titles, or a form may be specially designed applying directly to the work of the station.

Salary Summary.

Salaries of permanent employees, entered currently on Form 19i, will be summarized periodically (annually at the close of the fiscal year, semiannually or monthly), by projects, subprojects, or project classes for entry on Form 19h. The summary will be prepared from the individual monthly service reports. Wages of temporary employees, entered currently on Form 19d, will also be included in the salary summary, except when charged direct to projects.

Forms 34 and 34a, designed for forest use in summarizing salaries and wages not charged directly to projects, may be adapted to station use by substituting projects, subprojects, or classes for the printed activities. Locally designed summary forms having direct application to experiment station work will probably be found preferable.

AUDIT AND INSPECTION

The regional fiscal agent will audit the financial and related activities of the experiment stations at intervals of approximately 18 months. The regular regional audit outline will be observed as far as applicable.

October, 1931.

(20-D^o)

REGIONAL OFFICE ^a

General Fund and Special Fund Accounts.

The regional fiscal agents will maintain two disbursing accounts, for which separate disbursing ledgers will be kept. The general fund account includes all appropriations by Congress from the general fund of the Treasury, whether annual, continuing, or indefinite. In addition to the appropriations made currently in the annual appropriation act and special acts this account includes "Refunds to depositors, excess of deposits, N. F. F."

The special fund account covers expenditures from funds derived from miscellaneous sources other than the general fund of the Treasury, and includes the following:

Payments to States and Territories (25 per cent fund).

Payments to schools funds, Arizona and New Mexico.

Cooperative work (expenditures and refunds).

Roads and trails (10 per cent fund).

Special deposits.

With the exception of the disbursing ledger separate ledgers for the two funds are not required.

Appropriation Control Ledger.¹⁶⁰

^b The regional fiscal agent will maintain an account on Form 12 for each appropriation from which an allotment is made to the region by the Forester, and for the special deposits fund.

The amount originally allotted by the Forester from a given appropriation will be entered in the allotment column for the Forest Service. Subsequent changes in the regions allotment will also be entered currently in this column, increases in black and decreases in red.

When an allotment is made to the Bureau of Public Roads from funds controlled by the Forest Service the allotment appearing in the Forest Service column will be decreased by the amount allotted to the Bureau of Public Roads; the amount so allotted will be entered in the allotment column for the Bureau of Public Roads. Allotments made through the Forester's office of funds controlled by the Bureau of Public Roads, such as forest highways for major projects, will be entered directly in the Bureau of Public Roads allotment column. The total of the columns for the Forest Service and the Bureau of Public Roads will represent the total allotment of the region.

^c Entries will be made currently in the "deposits, etc.," column for (1) Treasury warrants issued on approved requisitions submitted by the regional fiscal agent and special disbursing officers of the region, (2) General Accounting Office settlements, (3) payments for the region by other disbursing agents or agencies, all of which will be treated as increases in deposits. Payments for other regions, the return of unexpended balances, and collections placed to personal credit will also be entered in this column as a decrease in deposits.

The "Treasury balance" column will show the amount available for requisition by regional disbursing officers, and will be the difference between the net allotment and the net deposits. All entries affecting the net allotment to the region and the deposits will likewise affect the Treasury balance; current entries will be made in each of these columns. In requisitioning funds the amount appearing in the Treasury balance column must not be exceeded, except in the case of fire suppression or similar emergency, or when specifically authorized for road work.

The "Disbursement" columns on Form 12 will be used for payments chargeable to the Forest Service. When appropriations involve both the Forest Service and the Bureau of Public Roads, Form 12 will be supplemented by Form 12a for recording Bureau of Public Roads disbursements.

^a Amdt. No. 278, effective Aug. 1, 1930.

^b Amdt. No. 189, effective Oct. 15, 1929.

^c Amdt. No. 83, effective Jan. 1, 1928.

Current disbursements entries will be made on Forms 12 and 12a for (1) payments by other regions (2) General Accounting Office settlements, (3) repayments both official and personal credit, (4) canceled checks, (5) retirement deduction amounts applicable to repayments and canceled checks, (6) corrections between appropriations when necessary to handle by transfer and counterwarrants. Payments for other regions will be entered monthly from Form 19a in column 1 "by disbursing officers of region" in red ink and in column 5 "By disbursing officers of region" in black ink, and the "Treasury balance" increased. All payments by disbursing officers of the region, including vouchers paid for other regions, will be entered monthly from the appropriation disbursing ledger, Form 12b. Repayments to official credit, canceled checks, and related retirement deductions will decrease the disbursements only; repayments to personal credit will decrease both the disbursements and deposits, but related retirement deductions will decrease disbursements only.

Payments by the department disbursing office of freight and other vouchers, after preaudit or after issuance of certificate of settlement, will be treated as General Accounting Office settlements and not as payments by another region.

Bureau of Public Roads disbursements transactions other than payments by Forest Service disbursing officers will be posted from the monthly financial report furnished by the district engineer.

The column "Other region general accounting office" is provided for the recording of items chargeable to a region other than the one scheduling the voucher to the General Accounting Office for settlement. The entries in this column will be needed solely in the preparation of the financial statement (Form 279b) and will not affect the other columns on the form.

This record is cumulative for fiscal year and cumulative pencil totals will be brought down for all columns on Form 12 and 12a, except "Treasury balance" on Form 12, in which column the net figure will always be recorded in ink.

The grand total of the first three columns on Form 12 and 12a will be entered in the "Total-to-date" column at the end of each month.

^a The appropriation control sheet for the special deposit funds will serve as a summary of disbursements only, there being no allotments or Treasury balance.

Subappropriation Ledger.^b

Subappropriations of salaries and expenses and subdivisions of road funds by States will be maintained on Form 12 and 12a in the same manner as that outlined for appropriations, except that the columns for deposits and Treasury balance will not be used.

A subappropriation record of special deposit transactions will also be maintained, treating each class of transactions as a subappropriation. For land exchange, the record will be kept separately by States. The use of the subappropriation ledger for special deposits is optional as to deposits for which a project record is maintained in the regional office.

Summary Disbursing Ledger.¹⁶⁰

The regional fiscal agent will maintain a summary record on Form 12c for himself for each special disbursing officer within the region of deposits placed to official credit in the Treasury and of checks drawn against such deposits.

Separate ledgers will be kept for the "General fund account" and the

- Special fund account."

^a Amdt. No. 190, effective Oct. 15, 1929.

^b Amdt. No. 191, effective Oct. 15, 1929.

General instructions.—Current entries will be made for (1) Treasury warrants issued on approved requisitions, (2) certificates of deposit to official credit, (3) canceled checks for which credit had previously been taken, (4) retirement deduction amounts pertaining to repayments (both personal and official credit) and to canceled checks, (5) return of unexpended balances, (6) disbursements, entering in the respective columns vouchers credited to advances (travel), cash disbursements by the fiscal agent and deputies and vouchers paid by check, (7) checks drawn for cash, (8) advances of funds for travel, etc., and (9) redeposit of cash or travel advances to disbursing credit.

All items under (1), (2), and (3) will be entered in the "Deposits and canceled checks" column, and, with the exception of collections under (2) on account of the retirement fund will increase the "Check available" balance. Under (2) any deposits to official credit on account of collections for the retirement fund will increase the "Check retirement" balance. These collections for the retirement fund affect the special fund account ledger only. Items under (4) will be entered in red ink in the "Check retirement" balance column, and will increase the "Check available" balance. Items under (5) will be entered in the "Checks issued" column and will decrease the "Check available" balance. Items (7) and (8) will also be entered in "Checks issued" column, will decrease the "Check available" balance, and will increase, respectively, the "Cash" and "Advances" balances. Item (9) will decrease the "Cash" and "Advances" balance columns respectively, and increase the "Check available" balance column. Items (7), (8), and (9) affect the general fund ledger only.

This record will supply the data necessary for the monthly report to the Treasurer of the United States on Form 5584 and for the monthly statement to the General Accounting Office submitted with the check carbons. The report on card Form 5584 should be copied on the summary sheet as a matter of record and the entry initialed and dated. Separate Form 5584 reports will be made for the two accounts.

Vouchers credited to "Advance for travel" (no check being drawn), cash disbursements and check disbursements, item (6), will be entered in the proper disbursement columns on Form 12c, decreasing the "Advances," "Cash," and "Check available" balances, respectively. The net amount of the check disbursements (that is, exclusive of retirement deductions) will be entered in the "Checks issued" column; the retirement amount will be entered in the "Check retirement" balance column; the sum of these two entries must equal the entry in the "Check disbursements" columns. The check drawn to the disbursing clerk, Bureau of Pensions, covering the amount of retirement deductions, will be entered in black ink in the "Checks issued" column and in red ink in the "Check retirement" balance column; this entry will not affect the "Check available" balance column.

Items (6) vouchers credited to travel advances, cash and check disbursements, (7) checks drawn for cash, and (8) advances of funds will be posted from Form 77.

and the amount of the return of the property
entered in the respective column
disbursement by the amount of the return of the property

collected (check) column and with the
amount of the return of the property
entered in the respective column of the
return of the property

(4) will be entered in the "Check available" column
with the amount of the "Check available" balance

decrease the "Check available" balance
"Cash" and "Advance" balance

column. Items (1), (2), and (3) enter the amount of the
This record will be entered in the "Check available" column
Treasurer of the United States on a daily basis

on each Form 558 should be copied on one side
and the entry is entered and signed. Separate for
the two sides

disbursement column on Form 558, entering the "Advance" balance

"Ball" column; the sum of these two entries must equal the entry

about the amount of the return of the property
entered in black ink in the "Checks issued" column

"Check available" balance

Cumulative pencil totals will be carried for each month. The balance columns will show currently the "advances" balance (which is the total of advanced funds in the possession of individuals and should agree with the total of the "Balance due" columns on all Forms 1038 and 1038a), the cash balance (which will be a summary of the cash balances of the regional fiscal agent and the special deputy fiscal agents), the check retirement balance (retirement amounts pertaining to transactions entered during the month for which check has not been drawn to the Pension Bureau), and the check available balance (which will be the amount to the credit of the disbursing officer with the Treasurer of the United States). The total of the advances, cash, retirement, and available balance columns constitutes the total disbursing balance. The "Advances" and "Cash" ~~balance~~ columns are used only on the general fund ledger. In the preparation of requisitions, the special deposit balance as shown by the appropriation disbursing ledger will be deducted from the total disbursing balance for the special fund account and the remainder shown on the requisition as the disbursing balance; this is necessary because the disbursing balance limitation is exclusive of special deposits. On the general fund ledger the total of the advances, cash, and available balances should equal the sum of the balances shown on the several general fund appropriation disbursing ledger sheets. On the special fund ledger the available balance should equal the sum of the balances on the several special fund appropriation disbursing ledger sheets.

Full and complete information for identification will be given in the column headed "Explanation" for each entry, such as warrant number and date, certificate of deposit number and date, check number, amount, and name of special deputy fiscal agent for funds placed to his credit, number of canceled check, etc.

Disbursing officers will not issue checks under any circumstances in excess of the check balance.

The first sheet will be appropriately marked at the top to show the name of the disbursing officer, the account (general fund or special fund) and the symbol number; on the general fund ledger sheet there will also be shown the amount and date of bond, date to which premium is paid, name of surety company, waiver, and cash authority.

General fund ledger.—Entries will be made on the general fund ledger for all payments on vouchers (1) wholly payable from general fund appropriations, (2) payable partly from general and partly from special fund appropriations, (3) paid in cash or credited to travel advances, regardless of the fund to which chargeable, and (4) vouchers payable wholly from special fund erroneously paid by general fund check, and (5) amounts deducted for the retirement fund regardless of appropriations. Adjustment between the two disbursing accounts will be made for the special fund amounts included in the above-mentioned vouchers. Adjustment will be made also for general fund amounts erroneously paid by special fund check.

Special fund ledger.—Entries will be made on this ledger for vouchers paid by special fund check. For special fund amounts included in (1) mixed fund vouchers (payable partly from general and partly from special funds), (2) vouchers paid in cash, (3) vouchers credited to travel advances, ~~and~~ (4) vouchers payable solely from special funds for which a general fund check was erroneously drawn in payment. Adjustment between the two disbursing accounts will be made. Adjustment will be made also for general fund amounts inadvertently paid by special fund checks. Amounts collected for the retirement fund will be entered on this ledger.

Interaccount adjustments.—Vouchers (1) involving both general fund and special fund appropriations payable by check, (2) paid in cash, and (3) for travel credited to travel advances are treated initially as general fund transactions, those included in (1) being paid by a general fund check. At the close of each day's business there will be drawn a special fund check payable to the Treasurer of the United States, in the amount of the special fund items (including retirement if any) covered by the general fund payments, which check will be deposited to official (disbursing) credit in the general fund account. On the general fund ledger a red ink entry of the sum total of "advances," "cash," and "check" disbursements transferred to special fund account will be made in the "Check" disbursement column, the sum of these disbursements equaling the amount of the adjustment check, which latter will be entered in black ink in the "Deposits" column, increasing the "Check available" column. On the special fund ledger the disbursements so transferred will be entered in the "Check" disbursement column, and the amount of the check in the "Checks issued" column, reducing the "Check available" balance. No entry will be necessary in the "Retirement balance" column of either ledger for the retirement applicable to personal service vouchers included in the transfer. This daily adjustment will be identified on both ledgers by the notation "Adjustment," showing also the check number on the special fund ledger and the certificate of deposit number on the general fund ledger.

Interaccount adjustments for corrections of errors due to drawing a check in the wrong account or in connection with transfers between appropriations will require the following entries: On the ledger from which transferred, entries will be made in the "Check disbursement" column in red ink and in the "Deposits" column in black ink, increasing the "Check available" balance. On the ledger to which transferred, black ink entries will be made in the "Check disbursement" column and "Checks issued" column, decreasing the "Check available" balance.

Separate entries in the disbursement columns affected will be made on both ledgers for (1) the daily adjustments, (2) corrections due to using a check from the wrong disbursing account, and (3) interaccount adjustments due to transfers between appropriations, whether consolidated into one adjustment check or transferred by separate checks. When a combined adjustment check is drawn only one entry is necessary in the "Checks issued" and "Deposits" columns, indicating by bracket that it applies to the two or more disbursement adjustment entries.

Appropriation Disbursing Ledger.

The district fiscal agent will carry an account by major appropriations on Form 12b for himself and for each special disbursing officer within the district of deposits placed to official credit with the Treasurer of the United States and of disbursements.

Current entries will be made for (1) Treasury warrants issued on approved requisitions; (2) certificate of deposits to official credit, except deposits of collections made for the retirement fund which will not be entered on Form 12b; (3) canceled checks for which credit had previously been taken; (4) retirement deductions applicable to repayments (both personal and official credit) and to canceled checks; (5) return of unexpended balances; (6) disbursements; (7) corrections between appropriations on vouchers, including adjustment vouchers. The "Balance" column will be used to indicate the disbursing balance of the particular appropriation.

"All disbursements separated by Forest Service and Bureau of Public Roads, whether paid in cash, by check, or credited to Advances (Travel), will be entered in the disbursements columns and will decrease the disbursing balance. Corrections of vouchers paid during the current quarter will also be entered in these columns, decreases in red ink and increases in black ink. Corrections decreasing the disbursements will increase the balance, and increases in disbursements will decrease the balance. Corrections on account of vouchers involving previous quarters and adjustment voucher disbursements will be entered in the proper adjustment columns, increases in disbursements in black ink and decreases in red ink. Black-ink entries will decrease the balance, and **red-ink entries increase the balance.**

Conceded disallowances, collected and deposited to official credit, canceled checks, and retirement deductions applicable to disallowances (both personal and official credit) and to canceled checks will be entered in the "Disallowances and collections" column and the amount in the balance column increased.

Accountable warrants will be entered in black ink in the "Accountable warrants and Treasury deposits" column and the balance column increased. **Treasury deposits**—that is, repayments of unexpended balances to appropriation credit—will be entered in red ink in the same column and the balance decreased. The net totals of the disbursements column and of the adjustments columns will be entered in green ink at the end of the month and posted to the appropriation control ledger (Forms 12 and 12a).

Cumulative pencil totals for the quarter will be brought down daily; the total quarterly disbursements will be entered immediately under the green-ink total for the month. The sheets will be ruled off at the close of each quarter and the net balance carried forward.

The appropriation disbursement ledger sheets for the two accounts, general and special, will be filed in separate groups, each group being kept in balance with the summary disbursing ledger for the account.

Special Deputy Fiscal Agents' Cash Ledger.

The district fiscal agent will carry an account on Form 12d for each special deputy fiscal agent, and for himself if he makes cash disbursements. The record will show (1) cash advances with check number, date, and amount, (2) disbursements, with voucher and certificate numbers, and (3) balance. Entries will be made currently from Forms 77 and 79a. This record is without regard to fiscal years and should be totaled quarterly and balances brought down, or, if preferred, such action may be postponed until the close of the field season.

The top of each sheet will be appropriately marked to show the name of the disbursing agent, the amount and date of bond, the date to which premium is paid, name of surety company, depository bank, and the purpose for which funds are authorized to be used.

The balances shown on these sheets should be totaled at frequent intervals and should agree with the net cash balance appearing on the summary disbursing ledger (Form 12c).

Allotment Register.^a

The district fiscal agent will maintain a separate record on Form 19 of allotments by appropriations and subappropriations to the district office, each national forest, experiment station, and other unit of organization. The special deposits fund will be treated as an appropriation on this record, the deposits constituting the allotment. Entries will be posted currently and the record will be kept in the same manner as that outlined for field accounting.

Contingent Register.

Form 16 will be used for the record of contingents by appropriations and subappropriations and subdivisions of road funds by States. The contingent for a given appropriation or subappropriation plus allotments to the district office, national forests, experiment stations, etc., will equal the net allotment appearing in the Forest Service column on the appropriation ledger (Form 12).

Entries will be made currently from (1) notices of changes in the district allotment from the Forester's office, (2) from Form 659, approved by the district forester or his authorized assistant, involving transfers of funds within the district, and (3) from white slips in the case of Bureau of Public Roads transfers.

Voucher Register.

The district fiscal agent will maintain a record on Form 19a for the district office, each national forest, experiment station, and other units of organization; also for payments for other districts.

This form will constitute a record of the charges made against the allotments of each unit of organization. It will represent a distribution to units of organization by appropriations of the district fiscal agent's daily payments and of payments by other fiscal officers and the General Accounting Office. Individual vouchers involved in the district fiscal agent's payment will not be entered; only the total for each day will be posted.

Where charges to the "Refunds" appropriation are involved, the amount of each class of refunds will be entered separately on the voucher register.

Payments by other disbursing officers and the General Accounting Office will be entered separately from payments by the district fiscal agent.

The file of Forms 79b will constitute the record of individual vouchers by units of organization. This file represents the detail of the daily totals entered in the voucher register and Forms 79b for each day's payment must, therefore, be carefully proven as to totals by appropriations before being ~~punch-carded and~~ filed.

^a Amdt. No. 193, effective Oct. 15, 1929.

The Form 19a for payments for other districts will be filed immediately behind the form for the district office, entries being made by appropriations and subappropriations. The district for which payment is made will be indicated in the column headed "Payee." This form is needed in proving the disbursements shown on the voucher registers against the totals in the appropriation ledgers (Form 12).

At the end of the month the cumulative totals of the voucher register columns will be brought down in green ink and the grand totals of all appropriations and subappropriations proved against the appropriation and subappropriation ledgers. After the books are balanced, filled sheets 19a should be withdrawn and placed in a transfer binder.

Freight Bill of Lading Register.

The district fiscal agent will maintain a detailed register on Form 19k by appropriations and subappropriations and also organization units of freight bills of lading, entry being made at the time of submission of schedules to the General Accounting Office for preaudit. When notice is received from the Forester of payment by the department disbursing clerk, or by G. A. O. certificate, the date of payment of each item will be inserted on the Form 19k and proper notation as to changes in amount or appropriation indicated. Postings will then be made by bills of lading, or in a lump sum if preferred, to the voucher register of the units involved, date of payment and bureau schedule numbers or G. A. O. certificate numbers being shown for identification. The totals posted to the several voucher registers must agree with the amount shown on the "Paid" schedule or the Forester's notice of settlement.

District Office Suballotments and Expenditure Record.

District office suballotments for salaries, travel (individual), telephone and telegraph, rent, etc., will be carried on Form 21d. Provision is made on this form for showing the amounts suballotted and disbursements therefrom. Current entries will be made for district office disbursements of all kinds and for changes in the suballotments. A clear-cut division between appropriations and subappropriations should be maintained. It will not be necessary to use this form for allotments to the district office for which subdivisions are not required.

The total suballotments for a given appropriation or subappropriation will agree with the net district office allotment on Form 19, and the total disbursements will agree with the net total shown on the district office voucher register Form 19a.

Special Allotment or Expenditure Register.

This form (19-1) is intended for use primarily for supplemental allotment ^{or} of expenditure registers, ~~such as suspense accounts involving activities numbered 030 and 033.~~ As the appropriation columns are susceptible of any arrangement desired it may also be used to advantage for the district office voucher register in lieu of Form 19a.

Miscellaneous Record Sheet.

This form (19m) will be used in connection with supplemental records for which none of the columnar forms previously described are suited; for example, (1) cooperative deposits, showing the forest, cooperator, class, and amount, and (2) cooperative refunds, showing voucher number, date paid, payee, forest, and amount. It may be ruled vertically as desired, according to the nature of the particular supplemental record.

Identification Card Register.^a

This form (19n) will be used as a register of all identification cards issued in the regional office in connection with the use of Government transportation requests, motor-fuel tax exemption, etc. When a card is issued, the next available number will be assigned to the card and complete entry made on this form. When a card is cancelled or lost, appropriate entry will be made in the cancellation column.

Register of Transportation Request Books.

This form (19n) will be used as a register of all identification cards issued. Book numbers will be entered at the time of their receipt, using a line for each book. In the second column exhaustion of books will be recorded by stamping the date of the report on which exhaustion is reported to Washington. The third column will show the inclusive request numbers; where a group of books is supplied to a forest or other unit, the book numbers may be bracketed and the inclusive request numbers noted in one entry. This column constitutes merely a memorandum record, but is needed because of the difficulty of otherwise determining from the book numbers the numbers of the requests the books contain. The fourth and fifth columns show the unit or individual to which books are supplied or issued and the date.

A supplemental register will be maintained on a separate sheet for books or parts issued by other regions or the Washington office to region members for use on their regular regional work. A memorandum will also be made of the identification card issued by the other region in connection with the book, and when the book is exhausted the identification card will be returned to the issuing region for cancellation. The report of exhaustion for such books will be recorded in the "Exhausted" column of the supplemental register. For a part book issued by another region a notation will be made in this column showing that the exhaustion of the part book has been reported to the issuing region.

Reissued books or parts will also be recorded on the supplemental register when it is impracticable to record the reissue on the original line of the main register. In such cases appropriate cross reference will be noted on the main register showing that a further issue has been made. When exhausted the record of exhaustion will be stamped on both the main and supplemental registers.

Bureau of Public Roads Record.

The record of allotments to the Bureau of Public Roads on Form 12 and the records of disbursements on Form 12a will be the only cumulative record of allotments and disbursements maintained for that bureau.

Current disbursements by the regional fiscal agent will be posted directly to the appropriation disbursing ledger (Form 12b), no voucher register being used for Bureau of Public Roads payment. However, a copy of the daily voucher schedules submitted by the Bureau of Public Roads will be retained as a supplemental file. Other disbursement transactions of the Bureau of Public Roads not handled through the regional fiscal agent's office, such as General Accounting Office settlements, payments by the disbursing clerk of the department, etc., will be posted to Form 12a from statements furnished monthly or quarterly by the district engineer.

FILING

The regional fiscal agent's accounting record sheets will be filed in binders, and Forms 79b in cabinets or other appropriate containers, as follows:

Binder No. 1.—Appropriation control

Appropriation ledger (Forms 12 and 12a). The subappropriation sheets will be placed at the back of the binder and separated from the appropriation sheets by a plain blank sheet with index tab.

^a Amdt. No. 313, effective September 25, 1931.

Binder No. 2.—Disbursing control ^a

Summary disbursing ledger, general fund (Form 12c).

Appropriation disbursing ledger, general fund (Form 12b).

Summary disbursing ledger, special fund (Form 12c).

Appropriation disbursing ledger, special fund (Form 12b).

Special deputy fiscal agent cash ledger (Form 12d).

Blank sheets with index tabs will be placed between each of the foregoing records and between each sheet of the appropriation disbursing ledger.

Binder No. 3.—Allotment control

Allotment register (Forms 19 or 19L).

Voucher register (Forms 19a or 19L).

Contingent register (Form 16).

Blank sheets with index tabs will be used to separate the allotment register-voucher register record from the contingent registers; also to separate the Form 19—Form 19a sheets by units of organization.

Binder No. 4.—Regional office suballotment and expenditure record (Form 21d)

Blank sheets with index tabs will be placed between the sheets by appropriations and subappropriations.

Binder No. 5.—Register of freight bills of lading (Form 19k)

Blank sheets with index tabs will be used to separate the units of organization.

Forms 79b

After having been completely checked and recorded Forms 79b will be filed numerically in voucher number order by units of organization. Since this file represents the regional fiscal agent's only record by units of organization of individual accounts paid, it is extremely important that the forms be carefully filed and preserved in proper order.

SALARY RECORD, INDIVIDUAL ^b

An individual salary record will be maintained for each employee under appointment in the region, using Form 21c for the purpose. In the upper section will be entered the latest appointment status with subsequent changes during the fiscal year. Where living quarters are furnished, the gross salary, quarters deduction, and net salary rates should be entered in the columns provided for the purpose. In cases where there are no quarters deductions the gross salary column only will be used.

In the lower block will be entered the "net salary earned," which includes "retirement" and "other" deductions, but not "quarters" deductions; the "gross salary earned," including all deductions; a record of deductions, entering separately "retirement," "quarters" and "other"; salary paid; leave without pay during the pay period; and commissary payments covering supplies purchased for the employee, for which deductions have been or will be made in the "other" deduction column. Identification cards will be recorded in the spaces provided at the top of the card.

^a Amdt. No. 314, effective September 25, 1931.

^b Amdt. No. 279, effective August 1, 1930.

In addition to entering retirement deductions from the pay vouchers, collections for the retirement fund will be entered on the salary card of the individual concerned. These items may be entered in the "Retirement" column (being marked to distinguish them from actual deductions) or elsewhere on the card. There will also be recorded on the cards affected retirement fund payments in connection with claims for service credit and repayments of amounts refunded because of previous separation from a position subject to the retirement act, when collected by the pension officials and reported to the Forest Service. For these items a notation will be made to indicate that the collections were not made by the Forest Service. Entry of collections on the salary card is essential to insure inclusion of the amounts in the retirement record and in the report of retirement transactions made to Washington at the close of the fiscal year, or within the year in cases of separation.

When an employee is transferred to another region, the Washington office or the Forest Products Laboratory a copy of Form 21c containing all entries to date of the transfer will be forward to the regional or other office concerned.

SUBABSTRACT ^b

The regional fiscal agent will maintain a memorandum subabstract of Forest Service vouchers paid by him from the salaries and expenses appropriation, the several road funds, and special deposits. In the case of salaries and expenses the subabstract will be by subappropriations, in the case of road funds by subappropriations and States, and for special deposits by classes of deposits. The data for this record will be secured from the subappropriation distribution given on reverse side of Form 77. In posting entries on the subabstract the totals for each day will be sufficient, it being unnecessary to enter each individual voucher on this record. Corrections in disbursements between subappropriations and States, or between classes of special deposits, will also be entered on this record, decreases in red ink and increases in black.

The columns for each subappropriation and State and for each special deposit class will be totaled at the end of the month. The grand total of the subappropriations shown on the subabstract must agree with the regional fiscal agent's total disbursements from the major appropriations for the month as shown on the Form 12b, appropriation disbursing ledger. The subappropriation totals will then be posted to the subappropriation ledger sheets (Form 12).

Bureau of Public Roads vouchers will be distributed by subappropriations and States at the close of the month, quarter, or fiscal year, depending upon the practice of the local office of the bureau in furnishing the necessary data for this purpose.

^b Amdt. No. 196, effective Oct. 15, 1929.

PROOF OF ENTRIES, FOREST SERVICE TRANSACTIONS

The voucher register sheets (Form 19a) will be totaled monthly; also the total disbursements on the appropriation disbursing ledger (Form 12b) and the subabstract will be posted monthly to the appropriation ledger (Form 12). The voucher register sheets will then be checked against the appropriation ledger (Form 12) by appropriations and subappropriations.

In addition, the allotments to units of organizations (Form 19) and the contingents (Form 16) will be totaled and checked against the allotment as shown on the appropriation ledger (Form 12) by appropriations and subappropriations.

GENERAL ACCOUNTING OFFICE SETTLEMENTS

Vouchers forwarded to the General Accounting Office for preaudit or direct settlement will be entered at the time of payment on (1) the appropriation ledger (Forms 12 and 12a), (2) voucher register (Form 19a), (3) regional office suballotment and expenditure record (Form 21d), and (4) freight vouchers on bill of lading register (Form 19k).

On the appropriation ledger such payments will be treated as an increase in disbursements, an increase in deposits, and a decrease in Treasury balance. On the other records named they will be treated as an increase in disbursements.

DISBURSEMENTS FOR OTHER REGIONS AND WASHINGTON

Disbursements on account of another region will be treated on the summary disbursing ledger, appropriation disbursing ledger, abstract, and account current the same as any other disbursement. They will be excluded from the charges against allotment on the appropriation ledger (Forms 12 and 12a). Forms 79a-b covering such payments, must be promptly forwarded to the regional fiscal agent concerned, who will take up the amount in the same manner as a General Accounting Office settlement entry. Forms 79a-b, covering payments for Washington, will also be forwarded currently.

Payments for other regions will not be made ordinarily within five days of the end of a quarter, except when necessary to obtain cash discounts or to accommodate payees. This is necessary to enable the regional fiscal agent of the region charged to take the amount up in his current quarter financial statement.¹²²

ASSEMBLING AND STAMPING VOUCHERS ^a

After audit and approval, if otherwise complete and ready for settlement, vouchers to be paid by check will be separated into two groups: (1) Those payable wholly from special fund appropriations, and (2) all others, including (a) those payable wholly from general fund appropriations, and (b) those payable partly from general and partly from special fund appropriations. Each group will be assembled by appropriations, so far as practicable, and alphabetically by units of organization. In each group vouchers chargeable to two or more appropriations will be placed under those payable from only one appropriation and will also be arranged alphabetically by units of organization. Vouchers in group (1) will be paid by special fund check and those in group (2) by general fund check.

The check writer will stamp date of payment and vouchers numbers on the original and memorandum copies of each voucher, on Forms 79a and 79b, and other collateral papers attached to the voucher. The number or numbers of checks drawn in payment of a voucher will be stamped in the space provided on the face thereof.

^a Amdt. No. 280, effective Aug. 1, 1930.

Vouchers paid in cash will be grouped by officers making the payments, will be stamped with date of payment and voucher numbers in the same manner as outlined for check vouchers, and placed at the bottom of the day's payment following the group (2b) check vouchers.

DAILY PROOF OF DISBURSEMENTS

Form 77 will be used as a summary of vouchers credited to advances (travel), paid in cash and paid by check and of checks drawn for cash and travel advances.

The check writer will indicate from data secured from Forms 79a, vouchers and Bureau of Public Roads schedules in the spaces provided (1) the combined total of check and cash vouchers of the Forest Service, (2) the combined total of check and cash vouchers of the Bureau of Public Roads, (3) total amount of checks issued for cash and for travel advances, (4) total check vouchers, (5) total checks issued in each account (general fund and special fund), (6) itemizations and total of retirement deductions regardless of funds, and (7) the individual cash account detail.

Cash and travel advances will be entered from checks for cash drawn on approved requisitions of the special deputy fiscal agents and from applications for travel advances on Forms 1038 and 1038a.

These affect the general fund account only. Cash payments will be entered from the Forms 79a and the vouchers, and the names of the deputies together with the total amounts paid by each will be shown. Adding-machine slips showing voucher and check totals will be securely attached to the form.

Disbursements total by appropriations and subappropriations may be filled in by the check writer or bookkeeper, but must be entered before the form is filed.

The completed form will be retained until the Treasurer's statements of paid checks for the month are balanced and until noted by the regional auditing committee.

Form 77, together with Forms 79a, Bureau of Public Roads schedules, requisitions for cash advances, and applications for travel advances, will be referred to the bookkeeper for entry in the summary disbursing ledger, appropriation disbursing ledger, and the cash accounts of disbursing officers. The subappropriation and State figures on the back of the form will be used as a check on the voucher register and for posting to the subabstract.

TRANSFER OF PAYMENTS BETWEEN APPROPRIATIONS ¹²³

By Adjustment Voucher.¹⁶¹

When, after a voucher has been forwarded to the General Accounting Office, it is found that the payment was made from the wrong appropriation, the regional fiscal agent may make corrections, if necessary, by debiting on his books the appropriation that should bear the charge and crediting the appropriation erroneously charged.

When the appropriations debited and credited are in the same account (general or special) no check will be drawn. When the general fund account and the special fund account are affected a check must be drawn in the account containing the appropriation (or appropriations) to be charged and deposited to disbursing credit in the account containing the appropriation (or appropriations) to be credited. The check number and date will be shown on the adjustment voucher; the check number will be shown also on the schedule of adjustments. The check and certificate of deposit will be included in the list of interaccount adjustment checks accompanying the account current. Where part of an adjustment voucher is between accounts and the remainder within an account the adjusting check will be drawn for the net interaccount amount only.

Adjustments will affect the disbursements and the disbursing balances under the appropriations involved, but will not affect the Treasury balances. It is obvious that adjustments should be restricted as much as possible.

Each transaction of this kind should be supported by an adjustment voucher prepared on Form 1034 and numbered in the same series as disbursement vouchers. The voucher should state the details of the correction made and be certified and approved administratively. Such vouchers will be scheduled on a separate schedule from disbursement vouchers, as explained under "Schedule of disbursements."

The daily adjustment checks drawn against the special fund account, to reimburse the general fund account for daily transactions, and correction checks to compensate either account for check payments made through error for the other account should not be confused with adjustment vouchers. The adjusting checks merely correct the status of the checking accounts. The adjustment vouchers effect transfers between appropriations after the vouchers have left the hands of the fiscal officer.

By Transfer and Counterwarrant.

While it is expected that most transfers between appropriations for the purpose of correcting erroneous charges will be handled in the manner outlined above, there may be occasional instances when adjustment by transfer and counterwarrant will be more satisfactory; for instance, when an adjustment operation involves the service as a whole or when the proposed transfer is of doubtful validity. The issuance of transfer and counterwarrant, however, should seldom be necessary.

Requests for transfer and counterwarrant addressed to the General Accounting Office will be sent to the Forester in triplicate. The original will be forwarded to the General Accounting Office, one copy to the department disbursing office, and one copy retained by the Forester's office.

When errors in appropriation charges are adjusted by transfer and counterwarrant the necessary corrections should be made on the regional fiscal agent's records at the time the issuance of transfer and counterwarrant is recommended, Forest Service and Bureau of Public Roads transactions being handled alike.

This will not affect the disbursing balances under the appropriations but only the disbursements and Treasury balances. The General Accounting Office forwards no notice when requests of this character are approved. The regional fiscal agent should therefore consider that the transfers are made as recommended unless advised to the contrary.

By Correction Original Voucher.

When vouchers paid from the wrong appropriation are still in the hands of the regional fiscal agent the appropriation stamped thereon and the schedule should be changed. If the quarterly financial statement has been forwarded to the Forester before the change is made, the discrepancy between the account current and the financial statement should be explained by letter, which should accompany the account current.

Transfer of payments between subappropriations after the vouchers have left the regional fiscal agents can be made more readily, since such transfers do not affect the record of any organization outside the service,

Adjustments between General Fund and Special Fund Accounts.

Adjustments between the two disbursing accounts are necessary when payments are made from either account for disbursements chargeable to funds in the other account.

Daily Adjustments.

Currently payments are made through the general fund account of special fund expenditures included in (a) mixed fund vouchers (vouchers payable partly from general and partly from special fund appropriations), (b) cash vouchers, and (c) vouchers credited to advances for travel. Item (a) will be included in the general fund check payments and should not include any vouchers payable solely from special fund appropriations. Items (b) and (c) will include special fund expenditures both on mixed fund vouchers and on vouchers wholly chargeable to special fund appropriations. At the close of each business day a special fund check payable to the Treasurer of the United States will be drawn for the gross amounts (actual payments plus retirement) of Special Fund expenditures included in general fund payments (items a, b, and c). This check will be deposited to disbursing credit in the general fund account. Entries of the check, deposit, and disbursement adjustments will be made on the summary disbursing ledgers as provided in the instructions for that ledger.

Retirement Transfer.

All collections for the retirement fund will be deposited to disbursing credit in the special fund account and held in that account until the end of the month, at which time the total amount will be transferred to the general fund account by drawing a special fund check payable to the Treasurer of the United States and depositing it to the disbursing credit in the special fund account. The transfer will be made before the monthly general fund check to the Pension Bureau is drawn.

Retirement deductions applicable to all classes of vouchers will be carried in the general fund account currently, deductions applicable to special fund vouchers being absorbed in the daily adjustment check.

Correction Adjustments.

1. Errors due to drawing a general fund check in payment of a voucher wholly payable from special fund appropriations will be corrected either (a) by drawing a special fund check for the amount of the error and depositing it to disbursing credit in the general fund account or (b) by adding the error to the daily adjustment amount and including it in the daily adjustment check.

2. Errors due to drawing a special fund check for general fund expenditures will be corrected either (a) by drawing a general fund check and depositing it to disbursing credit in the special fund account, or (b) by deducting the error from the daily adjustment amount and drawing a special fund check for the difference. Should the error be greater than the amount of the daily adjustment the latter under method (b) will be deducted from the amount of the error and a general fund check drawn for the difference, depositing it to disbursing credit in the special fund account.

When the error is adjusted in the same transaction as the "daily adjustment" (method (b) above) separate entries will be made in the disbursement columns of both ledgers for (a) the "daily adjustment" and (b) the amount of error correction included in the adjusting check. In correction adjustments the entries in the retirement balance column will not be disturbed, adjustments being made for the gross amount (amount paid plus applicable retirement), the same as for daily adjustments.

Interaccount Adjustments Between Appropriations.

Adjustment voucher.—When an adjustment voucher covers a transfer of disbursements from a general fund appropriation to a special fund appropriation or vice versa, an adjustment between the disbursing accounts will be made by check following the same procedure as for other interaccount adjustments. The check number and date will be shown on the adjustment voucher.

Voucher correction.—A transfer through correction of the voucher while still in the hands of the fiscal agent will require a similar adjustment between the two accounts when appropriations in both accounts are affected and will be made in the same way.

The adjustment for interaccount transfers between appropriations may be included in the daily adjustment check, in which case the disbursements columns of both ledgers will show separately the amount included for transfers between appropriations. The interaccount adjustment does not affect the usual procedure for transfers between appropriations.

List of Adjustment Checks.

A list of the daily adjustment checks covering reimbursement payments into the general fund disbursing account on account of special fund transactions will accompany the account current. This list will show (1) the special fund symbol number, check number, date and amount, and (2) the general fund symbol and certificate of deposit number.

A separate list of adjustment checks will be used for miscellaneous adjustments between accounts because of adjustment vouchers or interaccount corrections and transfers between appropriations when these are not covered by the daily adjustment check. This list will show (1) for the correction check, the account symbol number, check number, and date; (2) the number of the adjustment voucher, or in the case of a correction adjustment, the number of the voucher to which the correction relates; (3) the amount of the adjustment, and (4) the symbol number of the account to which deposited and the certificate of deposit number.

The above lists will include all interaccount adjustment checks. These checks should never be treated as repayments or collections deposited to official (disbursing) credit.

QUARTERLY ALLOTMENT ESTIMATE ^a

Upon receipt of the Forester's initial letter of allotment for the succeeding fiscal year, each region and the Madison Laboratory will submit a report of their estimated needs by quarters based on the fiscal year figures given. These reports form the basis of the Forester's recommendation to the Secretary of the amounts to be allotted the service by quarters in compliance with section 3679 of the Revised Statutes. The region reports should reflect as accurately as possible the actual needs for each quarter, care being taken that the amounts recommended for any quarter are not excessive. The reports should be prepared by appropriations and subappropriations and should account for departmental reserves if any are known to exist. They should be arranged in columnar form, provision being made for eight vertical columns headed as follows: (1) Appropriation, (2) Allotment, (3) Departmental reserve, (4) Balance to be allotted by quarters, (4a) First quarter, (4b) Second quarter, (4c) Third quarter, (4d) Fourth quarter.

FINANCIAL STATEMENT (FORM 279B)¹⁶²

^b Form 279b will be used by regional fiscal agents in reporting to the Forester the status of allotments by appropriations and subappropriations including special deposits, as reflected by their ledgers (Forms 12 and 12a), allotment registers (Form 19), and contingent registers (Form 16), showing separately (1) net disbursements for the period for which rendered, (2) net disbursements to date, (3) outstanding liabilities on an annual basis, (4) total disbursements and liabilities on an annual basis, (5) unencumbered balance, and (6) total allotment. The authorized liabilities for the quarter for which rendered will also be included for the purpose of the budget report. The form will be prepared in duplicate, the original to be forwarded not later than one week after the close of the period covered, the duplicate being retained by the regional fiscal agent. The following schedule will be observed:

Current Fiscal Year.

Reports as of September 30, December 31, March 31, and June 30.

Each of these reports should show in column 7 the authorized quarterly liabilities of the Forest Service for the period covered determined as accurately as possible from the best data available. Quarterly liabilities against amounts allotted the Bureau of Public Roads will not be reported, the required figures being obtained by the Forester from the chief of bureau.

Previous Fiscal Year.

Reports as of July 31, September 30, December 31, March 31, and June 30. Quarterly liabilities should not be reported in these statements.

The report for July 31 serves as a basis for the annual cost statement and the total of the punch cards for the year must agree with the figures appearing in the "Total disbursements and liabilities" column.

Two Fiscal Years Previous.

Report as of June 30. Quarterly liabilities should not be reported.

GENERAL INSTRUCTIONS

Face—Upper Section.^c

Separate blocks are provided for the Forest Service, Bureau of Public Roads, and solicitor's office. There is also a space for use in the event disbursements are made for some other bureau. This space should be utilized by region 4 when sufficient, for reporting the status of supply depot transactions. When the number of appropriations affected makes it desirable, a separate Form 279b should be used for the depot.

Face—Lower Section.

The amounts to be entered in the "Summary of disbursements" section are gross figures except for General Accounting Office settlements (F. S. and B. P. R.) and adjustments, which are net as itemized on the reverse side of the form. When adjustments are for the purpose of correcting erroneous appropriation charges in accounts previously rendered and are entirely within

^a Amdt. No. 52, effective March, 1927.

^b Amdt. No. 197, effective Oct. 16, 1929.

^c Amdt. No. 198, effective Oct. 16, 1929.

the region, the debits and credits will equal. When they are for the purpose of reimbursing the appropriations of one Forest Service region or bureau of the department for supplies or services furnished another Forest Service region or bureau the debits and credits will differ. All repayments and canceled checks handled by the region submitting the report (and related retirements deductions, if any) will be taken up as a credit; when other regions are affected appropriate debit entries will also be made. Cooperative repayment disbursements must coincide with the amounts reported on the lines provided therefor in the upper block.

Reverse Side.

In the block "General Accounting Office settlements," there should be entered accounts which have been settled by that office and for which notices of settlement have been received, listed under major appropriations, and showing schedule number or General Accounting Office certificate number, depending on the form of the notice of settlement. The amounts shown for each item should be in accordance with the schedule returned to the region giving notice of payment or the letter advising that payment has been effected. The totals of these items should be shown by appropriations in the spaces provided for total of notices of settlement. Charges from other regions, if any, should be entered on the following line and the sum of these two amounts shown in the spaces opposite the caption "Gross amount." On the line next below should be entered amounts included in the settlement notices that are chargeable to other regions, and the difference between such amounts and "Gross amount" should be shown as the "Net for period for region—F. S." The charges *from* and *to* other regions should be itemized by region numbers and schedule numbers and by major appropriations in the blocks headed "Detail of G. A. O. charges from other regions" and "Detail of G. A. O. charges to other regions." On the last line of the block "General Accounting Office settlements," in the space opposite the caption "Net for period, public roads," should be entered the net charges, by major appropriations, of G. A. O. settlements reported to the regional fiscal agent by the local public roads office. No detail of these amounts is required.

In the upper block under "Adjustments" there should be entered all adjustments for the period made through the regional fiscal agent's disbursing account, the "Debit" and "Credit" columns being used for recording amounts. Adjustments involving the region not made through the regional fiscal agent's disbursing account will be listed in the lower adjustment block headed "Detail of adjustments from other regions."

These adjustments cover transfers between appropriations and are made on adjustment vouchers. They should not be confused with adjustments between the general fund and special fund disbursing accounts, effected by drawing a check in one account and depositing it to disbursing credit in the other account. The adjustment checks do not affect the financial statement. An adjustment check is necessary in connection with an adjustment voucher only when funds in both disbursing accounts are affected, but such an adjustment voucher is treated on the financial statement in exactly the same way as an adjustment voucher that does not necessitate the drawing of a check.

Under "Repayments and canceled checks," where there are related retirement deductions withheld from the retirement payment to the Pension Bureau, the amount of deduction applicable will be entered on the line following the canceled check or repayment item to which it relates. Ditto marks and the letters "R/D" in the first column will be used to identify the item. No distinction will be made between general fund and special fund canceled checks. Checks drawn for the purpose of effecting adjustments between the general fund and special fund disbursing accounts, although deposited to disbursing credit in the account reimbursed, will not be considered as repayments, and do not enter into the preparation of the financial statement.

Supplemental Sheet.

Form 279b¹ will be used when the spaces on the reverse side of the 279b are insufficient for reporting the various transactions in the manner prescribed. The blocks and the governing instructions are the same.

October, 1930.

LIABILITY STATEMENT

A statement will be furnished to reach the Washington office not later than November 15, showing actual obligations against each appropriation and sub-appropriation for the quarter ended September 30. A similar statement will be furnished to reach the Washington office not later than February 15, showing actual obligations for the quarter ended December 31; one to reach the Washington office not later than May 15, showing actual obligations for the quarter ended March 31; and one to reach the Washington office not later than August 15, showing actual obligations for the quarter ended June 30. The amounts reported should be for the particular periods covered. Cumulative figures are not desired. In reporting obligations against road funds, amounts allotted the Bureau of Public Roads should not be included. Care should be taken to have these reports as nearly accurate as possible. The Forester is required to make a report to the Secretary not later than the 18th of the second month following the close of each quarter, showing actual obligations for that quarter and the status of the apportionments for subsequent quarters. This statement is furnished by the Secretary to the Bureau of the Budget not later than the 20th of the second month following the close of each quarter. The obligations so reported are compared with the corresponding apportionments which are also furnished the Bureau of the Budget, and in no case excepting emergencies involving the loss of life or public property should actual obligations for a given period exceed the apportionment therefor.

Actual obligations of forests and experiments stations will be secured from the quarterly financial statements on Form 44. Other units of organization submitting Form 44 will be treated similarly.

SCHEDULE OF DISBURSEMENTS (FORM 1025)

Paid vouchers will be listed daily on the schedule of disbursements, Form 1025, making one carbon copy for retention. A separate sheet will be used for each major appropriation and will show the symbol of the account to which the appropriation belongs. Vouchers paid from two or more appropriations will be listed on a like number of sheets. No entry need be made on this form in the column headed "Appropriations." Check numbers will not be shown. Correction entries between appropriations will be made currently when detected.

The totals to date for the quarter for each appropriation will be checked daily, or every few days, against the figures appearing in the appropriation disbursing ledger. Cumulative totals will be typed on the abstract at the end of each day's transactions. Totals for pages, both top and bottom, need not be shown.

Entries will be made in the "Paid in cash" column for vouchers paid in cash by the fiscal agent or special deputies. No entry will be made in this column for vouchers credited to advances for travel.

The brief on the reverse of the schedule should be completed, but where more than one sheet is used for an appropriation only the brief on the final sheet need be filled out.

Adjustment vouchers effecting corrections between appropriations and accomplishing settlements in interbureau transactions will be scheduled separately from disbursement vouchers, the schedule heading being changed to read "Schedule of adjustments." In the "Paid to" column will be shown the symbols of the appropriations to be credited and the amount to which each is entitled. The appropriations debited will be entered in the "Appropriations" column showing the amounts in the "Total amount paid" column as for disbursement vouchers.

When the adjustment voucher affects both the general fund account and the special fund account, the number of the check drawn to effect the inter-account adjustment will be entered in the "Check number" column.

The appropriation debits and credits will be summarized on the schedule of adjustments for the last month of the quarter or on a separate schedule form and the totals carried to the account current, the amounts for appropriations debited being shown in the "Adjustment" column on the "Payment" side and for appropriations credited in the "Adjustment" column on the "Receipts" side.^a

The schedules of disbursement will be forwarded to the General Accounting Office, with the vouchers, at the close of the month succeeding that in which payment is made.

SCHEDULE OF RETIREMENT DEDUCTIONS AND COLLECTIONS

At the close of each month the regional fiscal agent will prepare on standard Form 1070 a list of the pay rolls and pay vouchers on which retirement deductions have been made and of all collections for the retirement fund received by him during the month. For deductions the voucher number and amount and for collections the name of the employee and amount will be shown. After totaling the retirement deductions there should be listed any retirement amounts applicable to canceled checks and repayments, showing the check number or C. D. number relating to each such entry. The total of these items will be extended under and deducted from the total of the deductions for the month, before the columnar and combined totals are entered. The monthly schedule (original only) will accompany the month's vouchers when forwarded to Washington. Collections for the retirement fund will not be included in schedules of receipts on Form 1026.

A summary schedule for the quarter on Form 1070, in duplicate, will accompany the account current, the duplicate copy of which will be retained by the Forester's office. There will be entered on the summary schedule the deductions and collections totals of the monthly lists, with columnar and combined totals for the quarter. Deposits to the credit of the retirement fund for which certificates of deposit are dated within the quarter will be entered on the summary schedule. Since the last deposit check for a quarter may be covered by a certificate dated in the succeeding quarter, it is not necessary that the sum of the deposits equal the combined total of the deductions and collections for the quarter.

DEPOSIT OF RETIREMENT DEDUCTIONS AND COLLECTIONS

On the 15th and last days of each month the regional fiscal agent will draw a check in favor of the regional depository for the amount of the accumulated deductions and collections, which will be deposited (using Treasury Form No. 1) to personal credit in the appropriation "OT843, Civil-service retirement and disability fund."

The sum of the two deposit checks drawn for a month should equal the combined total of the Form 1070 for the month. This total consists of (1) deductions made from vouchers paid during the month, minus (2) deductions applicable to canceled checks and repayments, plus (3) collections for the retirement fund on account of (a) retirement applicable to salary paid to Government employees by cooperators, (b) deductions erroneously omitted, or (c) payments for the establishment of service credit when the pension authorities direct that the employee make such payments through a regional fiscal agent.

^aAmdt. No. 315, effective September 25, 1931.

ACCOUNT CURRENT (FORMS 1019 AND 1021)^a

The account current is a complete quarterly summary by appropriations and funds of all moneys coming into a fiscal officer's possession and for which he is accountable under the terms of his official bond. It will include every fiscal transaction of whatever class, such as (1) accountable warrants, (2) collections, (3) canceled checks, (4) payments to official and personal credit, (5) adjustments, (6) disbursements, and (7) Treasury deposits. Collections must be recorded in the account of the quarter in which received, regardless of whether certificates of deposit issue during the same quarter.

Under the law accounts current (Form 1019) of the regional fiscal agents must be referred to the regional forester for administrative examination within 20 days after the close of the quarter to which they pertain. After administrative examination and initialing by the regional forester the regional fiscal agent will forward it without delay to the Forester in triplicate, accompanied by the following in duplicate:

1. Summary schedule of collections (Form 1026) showing date, certificate number and amount, by classes, for miscellaneous receipt funds.
2. Summary schedule of adjustment and transfer vouchers (Form 1025).
3. Schedule of checks received from other Federal disbursing officers.
4. Schedule of travel advances. (Form prescribed by Sup. No. 1, Gen. Reg. 59.)
5. Schedule of adjustment checks.
6. Summary schedule of retirement deductions and collections (Form 1070).
7. Schedules of deposits not otherwise scheduled, cash account transactions (checks drawn for cash, return of deputies' balances, etc.) and accountable warrants, when space on the account current is insufficient.

In addition to the above, there will be submitted to the Forester on Form 1025 (original only) a summary of disbursements by appropriations and bureaus, when disbursements are made for bureaus other than the Forest Service. Copies of the monthly schedules of repayments and canceled checks for the quarter will accompany the Forester's copy of the account current.

Arrangement of Appropriations and Funds.

Regional fiscal agents will include both general and special funds in one account current, showing both symbols and funds at the top in the "Symbol" and "Account" blanks, respectively. The items will be grouped in the body of the account current as follows:

1. General fund appropriations, subtotal.
2. General fund receipts, subtotal; general fund, total.
3. Special fund appropriations, subtotal.
4. Special fund receipts, subtotal.
5. Special deposits, subtotal; special fund, total; both funds, grand total.

Special deposit transactions will be entered by classes, but where a class is subdivided, as land exchange by States, this subdivision will not be shown.

Analysis of Balance Due United States.

In this analysis the amount on deposit with the Treasurer of the United States will be shown separately for the general fund and special fund accounts, using the first and second lines of the analysis section. The advances to travelers outstanding under the subsistence act will be entered after "Otherwise kept," with the notation "Travel advances."

Cash Account.

This account will be confined to cash transactions under the fiscal agent's cash authorization, including both transactions in the special deputy accounts and cash transactions by the fiscal agent. Advances to travelers under the subsistence act will not be accounted for in the cash account. The cash on hand will be certified by the members of the regional audit committee or by other persons designated by the regional forester to act in the absence of committee members.

^a Amdt. No. 316, effective September 25, 1931.

Retirement Fund Transactions.

Retirement applicable to canceled checks or to repayments will be entered opposite the appropriation affected in the blank column on the receipts side of the account current. The column when used for this purpose only may be headed "Retirement deductions applicable to canceled checks and repayments," abbreviating as necessary. If the column is used for miscellaneous purposes the retirement amount included will be shown by footnote.

The special fund section of the account current will include the account title "Civil-service retirement and disability fund" symbol OT843. Opposite this account will be entered on the receipts side (a) in the "Collections" column the amounts, if any, collected for the retirement fund during the period, and (b) in the "Adjustments" column the net deductions for the period (that is, the amount deducted for the retirement fund from paid vouchers, minus the amount, if any, withheld from that fund on account of retirement applicable to canceled checks and repayments). On the payments side, in the "Treasury deposits" column will be entered the amount for which certificates of deposits are dated within the period which will equal the sum of the deposits listed on the summary schedule, Form 1070, for the period. Undeposited amounts at the close of the preceding and current periods will be entered respectively in the beginning and closing "Balance due" columns of the account current.

Miscellaneous.

"Temporary special disbursing agents should prepare accounts current on Form 1021 quarterly, forwarding the original and two copies to the Forester through the regional forester within 10 days after the close of the quarter. The accounts should be accompanied by all papers necessary to support the collection, disbursement, and other transactions.

The debits and credits, by appropriations, appearing on General Accounting Office Form 99a, accompanying the Comptroller General's quarterly statement of account and difference sheet should be checked against the account current of the regional fiscal agent or temporary special disbursing agent for the quarter involved and discrepancies investigated.

In lieu of the account current forms regional fiscal agents and temporary special disbursing agents will use Form 1063 for quarters during which no collections or disbursements are made and no balance is on hand either at the beginning or close of the quarterly period.

All supporting papers that are to accompany the original account current to the General Accounting Office should be attached to the original by permanent fastener before forwarding to the Forester.

Monthly Schedules and Statements to General Accounting Office.

Schedule of disbursements (separate for each appropriation), Form 1025.¹

Summary schedule of disbursements, Form 1025. Schedule of receipts, miscellaneous (separate for each fund), Form 1026.

Schedule of repayments (to appropriation and disbursing credit separately) and canceled checks. (One form may be used for the three groups if the space is sufficient.) Form 1026.²

Schedule of special deposit collections, Form 1026.¹

List of retirement deductions and collections, Form 1070.¹

Statement of depository balance, letter to General Accounting Office.

^a Amdt. No. 202, effective October 12, 1929.

¹ When desired by the local Bureau of Public Roads office a copy of the list of retirement deductions and of such schedules of disbursements and collections as affect the Bureau of Public Roads will be sent to the local bureau office by fiscal agents having such transactions.

² A copy of each monthly schedule of repayments and canceled checks will be forwarded to the Forester with the quarter's account current.

REPORT OF CLARKE-McNARY LAW EXPENDITURES

Forest Fire Cooperation.

An annual report of expenditures for each fiscal year for forest fire cooperation expenditures will be submitted by the district fiscal agent to the Forester as soon after July 31 as practicable. The report will show separately expenditures by the Forest Service by States and by private or other agencies for the fiscal year. Grand totals for the service to the end of the fiscal year and grand totals for State and private agencies combined to the end of the fiscal year will be shown. The expenditures by the service will include actual payments to and including July 31 and outstanding liabilities. The total liabilities should be given in a footnote in order that the report may be checked with the July 31 financial statement. It will not be necessary to separate district office inspection expenditures according to States. The expenditures by States and private agencies for the fiscal year will be obtained from Form 382 as approved by the district forester or his authorized representative, the net expenditures being given.

Cooperative Distribution of Forest Planting Stock.

An annual report of expenditures from this fund will be prepared in the same manner as outlined in the preceding paragraph for forest fire cooperation, the State expenditures being obtained from Form 474.⁴⁷⁴

ROAD FUND REPORTS ^a

Annual Summary of Allotments and Expenditures.

An annual report will be submitted as of June 30 each year by the district fiscal agent to the Forester not later than August 15 showing, by States, the status of district road funds. These reports will give the net allotments as of June 30, the expenditures for the fiscal year, and the balances on June 30, a separate sheet being submitted for each road appropriation. Where funds have been transferred from one district to another for disbursing purposes the report should show the allotments, disbursements, and balances by Forest Service districts. That part of the appropriation "Cooperative work, Forest Service" deposited and expended for road and trail work will be included. The following outline will be observed:

Construction and maintenance:

Forest Service.

Bureau of Public Roads—

District -----

District -----

Equipment:

Forest Service.

Bureau of Public Roads—

District -----

District -----

Miscellaneous expenses, Forest Service:

Administration, Bureau of Public Roads—

District -----

District -----

In the case of appropriations Federal forest road construction and cooperative construction, etc., roads and trails, national forests (section 8), it may possibly be necessary to prorate allotments, and expenditures by States for miscellaneous expenses, Forest Service administration, Bureau of Public Roads, and possibly equipment.

All expenditures, including payments by other districts for the district submitting the report, General Accounting Office settlements, retirement deductions, etc., will be included. It is not desired, however, that expenditures be listed separately by paying agencies.

The expenditures shown on the report should agree with the expenditures listed on the June 30 financial statement; in the event of discrepancy the differences should be clearly explained.

Fiscal Portion of Section 19 Report.

Not later than August 15, annually, the district fiscal agent will submit to the Forester a report in which will be listed by name, alphabetically, those Forest Service employees holding letters of appointment (not temporary laborers) paid wholly or in part from section 8, Federal forest road construction, forest road development, and forest highways during the preceding fiscal year, the title of each, and the rate of salary paid. If an employee was paid at different salary rates from these funds during the year, the last appointment rate and title should be used. It is not necessary to show the actual amount paid each employee or to list the names by appropriations, but a statement should be submitted showing separately by appropriations the total amount paid during the year for (1) salaries and (2) expenses on account of Forest Service employees under formal appointment.

A statement showing cooperative deposits for road and trail work should also be submitted. It should show the name of each depositor, the State in which the project is located, the amount deposited and whether for construction or maintenance, and the name of the project for which intended. In submitting the report the following arrangement is desired:

Depositor	State	Amount		Project
		Construction	Maintenance	

WASHINGTON OFFICE ¹⁰²**Appropriation Ledger.**

The Washington office will maintain a record on Form 11a showing the amount of each major appropriation and subappropriation. The amounts will be entered from appropriation warrants issued by the Treasury Department and from letters of allotment issued by the Secretary or by other bureaus of the department. Allotments to the various districts, the Madison Laboratory, and the Washington office will also be recorded in the appropriation ledger, from which they will be carried to the allotment ledger.

Disbursements by appropriations and subappropriations and by bureaus, will be recorded on Form 11a quarterly from a combined Form 279b prepared from statements furnished by each district and the Washington office on a similar form.

A record will be kept on the back of Form 11a showing apportionments, by quarters, from each appropriation and subappropriation of salaries and expenses. This record will also show the departmental reserves, if any. Entry of the apportionments will be made at the beginning of each fiscal year from notices from the Secretary. Any changes made in apportionments during the year will also be recorded.

Cooperative Accounts.

Deposits to the credit of the Forest Service cooperative fund will be recorded on Form 11a monthly from notices furnished by the district fiscal agents on Form 585. The entries will show the amounts that pertain to each class of cooperation (investigations, improvement, protection, etc.) and the district to which the amount is allotted. This record will be checked periodically with the Treasury to see that the appropriation warrants issued by that department and recorded as stated above agree with the amounts deposited.

Allotment Ledger—Major Appropriations.

A record will be maintained on Form 12w of the allotment to each district from each appropriation, entries being made at the beginning of the fiscal year from the Forester's letters of allotment. Subsequent changes in lump-fund allotments will be entered from Form 659 received from the Forester and the chiefs of branches and offices. Changes in allotments from the cooperative fund will be entered from district fiscal agents' notices of deposit to the credit of that fund, the total allotments by bureaus (Forest Service and Public Roads) being checked with the amounts reported on said notices.

Form 12w shows for each district allotment from each appropriation the amount thereof, requisitions made by the district fiscal agents, the disbursing balance, the disbursements by bureaus, including those made by the district fiscal agents, the disbursing clerk of the department, and direct settlements by the General Accounting Office, adjustments, repayments, and the Treasury balance.

Requisitions for funds will be entered currently as received from the district fiscal agents. Disbursements by district fiscal agents will be entered quarterly from the abstracts, Form 1025. Disbursements by the disbursing clerk of the department for the Washington office and district 7, except for accounts sent to the General Accounting Office for preaudit, will be entered monthly from schedules furnished by him. Disbursements for accounts preaudited by the General Accounting Office and paid by the disbursing clerk of the department will be entered currently from the schedules (Form 20). When payment is made by the Treasury, entry thereof will be made from the General Accounting Office certificate. Disbursements made through the Washington office of the Bureau of Public Roads will be entered quarterly from Form 279b. Adjustments will be entered quarterly from Form 279b. Repayments to personal credit will be entered currently from letters sent through this office by the district fiscal agents to the General Accounting Office. Repayments to official credit will be entered quarterly from Forms 279b; repayments will be entered in red in the disbursement columns, and either the disbursing balance or the Treasury balance increased, depending on whether the amount is deposited to official or to personal credit.

Subappropriations.

A record of salaries and expenses subappropriations will be kept on Form 12f, the allotment entries being made thereon from the Forester's letter of allotment and Forms 659, as in the case of allotments from major appropriations. Disbursements will be entered from the district Form 279b.

Road Funds.

A record will be kept by States on Form 12f of disbursements from the various road funds provided under the highway acts, which record will show the amounts expended for overhead expenses separate from construction and maintenance in compliance with the requirements of the acts mentioned. Allotments will be entered from Form 659 prepared in the branch of engineering. Transfers between Forest Service and public roads allotments will be recorded currently from white slips furnished by the districts. Disbursements will be entered from the annual reports received from the district fiscal agents. These records will be checked with the financial statements furnished by the districts to the branch of engineering.

Disbursing Ledger.

A record will be maintained on Form 15 for each district fiscal agent and temporary special disbursing agent showing the amount and date of bond, maximum credit as fixed by the Secretary of Agriculture, symbol number, and the status of the individual disbursing accounts. The disbursing balances at the beginning of a year will be brought forward from the previous fiscal year records; requisitions for disbursing funds, warrants issued by the Treasury in connection therewith, disbursements, canceled checks, and deposits to official credit will be subsequently recorded. The requisitions will be entered as received and examined to see that the number, date and amount of bond, and the symbol number are correct; also, to see that the amount for which requisition is made plus the balance on hand does not exceed the maximum credit. Requisitions will also be examined to see that the amount requested under any appropriation does not exceed the Treasury balance thereunder.

Requisitions for Funds.

When there is not sufficient time for a district fiscal agent to forward his requisition for funds by mail, it will be prepared in the Washington office on telegraphic request from the district fiscal agent, who must advise the amount desired under each appropriation and his balance on hand. Such requisitions will be sent to the Forester's office, the Secretary's office, the General Accounting Office, and the Treasury for approval and appropriate action, by special messenger, and the district fiscal agent will be advised by wire when the amount has been placed to his credit. Requisitions received through the mails will also be handled by special messenger whenever necessary or desirable. By this means, the amounts will usually be placed to the district fiscal agent's credit on the day the telegraphic request is received, or the day the requisition is received through the mail.

One copy of each requisition will be retained in the Washington office, the second copy in the disbursing office of the department, and the original in the Treasury Department. A notice of issuance of warrant covering each requisition will be furnished by the Treasurer of the United States, from which the number and date will be entered on the appropriate Form 15. On the back of the Treasurer's notice the amount credited under each appropriation will be entered, and the notice forwarded to the district fiscal agent.

Financial Statements (Form 279b).

Upon receipt of the quarterly Form 279b from the districts, the Madison Laboratory, and the Washington office, the disbursements by one organization unit on behalf of another organization unit will be recorded on the Washington office summary records; disbursements on behalf of the Washington office will be posted currently on the Washington office detailed records from Form 79a furnished by the districts making the payments. Each district Form 279b will be compared with the Washington office records as to allotments, disbursements, liabilities, and balances, and discrepancies noted promptly reported to the district concerned. A combined Form 279b will be prepared from which the total disbursements by appropriations and subappropriations will be posted to the appropriation ledger (Form 11a).

Quarterly Allotments.

Quarterly allotments by appropriations and subappropriations are made by the Secretary at the beginning of each fiscal year as provided by law, which allotments are based on estimates furnished by the Forester of the amounts that will be required for each quarter, the Washington office figures being prepared from district statements. The amounts allotted by the Secretary are reported to the Bureau of the Budget and liabilities incurred by the service as a whole must not exceed the allotments without prior permission of the Secretary.

Transfer of Funds Between Bureaus and Departments for Direct Expenditure.

Wherever any Government bureau or department furnishes supplies or performs services for another bureau or department, the funds of the agency for which the supplies are furnished, or the services rendered, may under the law be placed subject to the requisitions of the agency furnishing the supplies or rendering the services for direct expenditure. Funds so transferred to the credit of the procuring agency remain available for expenditure for two full fiscal years after the year for which appropriated unless sooner expended. The funds, however, can be used only for the purpose for which the original allocation was made. In returning unexpended balances from such appropriations, complete and exact appropriation designation should be given. Action looking to retransfer of the unexpended balances should be initiated as soon as all payments on account of the project are completed, but in no case less than one month prior to the close of the last fiscal year for which the moneys are available for expenditure.

Transfers to Civil Service Retirement and Disability Fund.^a

At the end of each month each district fiscal agent making deductions and collections on account of the retirement fund will transmit his check for the amount of such deductions and collections to the disbursing clerk, Bureau of Pensions, and will transmit to the General Accounting Office with the vouchers for the month a list of the vouchers and other transactions involving retirement as explained under "List of retirement deductions."

Acquisition of Lands.

The allotment, disbursement, and liability records of the appropriations for the acquisition of lands will be maintained in the Washington office of finance and accounts. A contract register will also be carried on which will be listed the various tracts approved for purchase, the acreage involved, and the agreed price per acre. The information for this record will be secured from memoranda furnished by the office of the solicitor, the branch of lands, and the district foresters.

Vouchers covering the purchase of lands and for traveling expenses of members of the solicitor's office and other expenses incurred by that office will, after approval, be referred to the Washington office of finance and accounts for record and scheduling and to the department disbursing office for payment.

The financial record of the National Forest Reservation Commission will also be maintained in the Washington office of accounts.

As soon as practicable after July 31 each year, a statement as of June 30 will be prepared for incorporation in the annual report of the National Forest Reservation Commission, showing the condition of all acquisition funds, including the specific appropriations of the National Forest Reservation Commission.

Statements and Reports.^{162 b}

A statement is furnished the Secretary not later than the 18th of the second month following the close of each quarter showing actual obligations for that quarter against each appropriation and subappropriation and the status of the apportionments for subsequent quarters.

Annual statements are prepared showing disbursements from the appropriations for forest fire cooperation in the protection of timbered and forest-producing lands and for cooperative distribution of forest planting stock. These statements form the basis of the Forester's annual report on the condition of these funds.

^a Amdt. No. 86, effective Jan. 1, 1928.

^b Amdt. No. 203, effective Oct. 12, 1929.

Cooperation with Other Fiscal Agencies.

The Washington office maintains personal contact with other bureaus and offices of the Agricultural Department, with other departments, especially the Treasury and the General Accounting Office, in connection with the current transaction of business and with the view of facilitating the work generally. the cooperation resulting frequently making it possible to secure information and advice in an informal manner, and to act immediately on requests of various kinds from the districts.

APPROPRIATIONS AND USES

CLASSES

All appropriations broadly fall within two general classes, namely, annual appropriations, which may be expended only during the fiscal year for which they are made, and continuing or no-year appropriations, the balances of which may be carried forward from fiscal year to fiscal year and remain expendable until used, provided no ultimate limit of time is specified by the act. "Salaries and expenses, Forest Service," is an example of the former class, while the latter is exemplified by the appropriation, "Forest roads and trails."

OBSERVANCE OF TERMS

Appropriations for specific purposes are exclusively applicable thereto unless otherwise definitely provided by law and prohibit the use therefor of an appropriation more general in terms, and which might have been available for the expenditure but for the specific appropriation. The latter is not only exclusive, but also limits the amount expendable, and when exhausted can not be augmented by payments from general appropriations covering in general terms the objects for which the specific appropriation was made. Appropriations must also be expended in literal compliance with their terms. Subappropriations are subject to the same limitations as major appropriations of which they are a part. The text of an appropriation with respect to the authority which it conveys for the expenditure of public money is subjected to strict interpretation by the Comptroller General in the effort to determine from the language used and other sources of information the plain intent of the lawmaking power in the premises.

OBLIGATING APPROPRIATIONS

Contracts may be entered into or supplies ordered when bona fide need arises, and settlement made from the appropriations of the current fiscal year, notwithstanding the fact that the contract may not be fully discharged or the supplies delivered prior to the beginning of the new fiscal year. Balances of annual appropriations may be applied to the payment of expenses properly incurred during the year or the fulfillment of contracts properly made within the fiscal year covered by the appropriation, provided that the expenditures cover supplies or services actually needed for the service of the fiscal year in particular, but in no case will actual surplus funds be expended for the accumulation of supplies against the anticipated needs of the ensuing fiscal year.

Proposals for supplies may be invited and accepted on contracts made for the following fiscal year after the appropriation involved has been passed and approved; delivery may also be effected in cases when it is administratively essential. Such proposal should contain a specific provision to the effect that payment will not be made until after July 1. Similarly, contracts for construction or like work may be entered into when necessary and work commenced prior to the beginning of the fiscal year, provided provision is made in the contracts for deferring payment. If the service incurs expenses prior to July 1 in connection with express, freight, or hauling for the purpose of delivery at the place where the supplies or materials are to be used, the expenses so incurred must be paid from funds allotted to the current fiscal year.

PURCHASES FROM FUNDS OF CONTIGUOUS FISCAL YEARS

When it is desirable to purchase supplies in the spring for use throughout the field season, or when it is desirable to purchase in the spring supplies to be delivered and ready for use promptly on July 1, certain difficulties arise because the end of the fiscal year comes within the field season. This difficulty may be met as follows:

At any time after the appropriation bill has passed and an allotment has been made for the work in question or is sure to be made, supplies can be ordered for the entire field season, payment to be made from each fiscal year according to the amount of supplies used in that year. Should any of the supplies, after having been placed in the designated points of use on the forests, be used before July 1, the proportional value of such supplies used during the current fiscal year should be vouched and payment made at once from the funds of the year in which used.

The following clause should be inserted on Form 33 when dealers are invited to submit proposals:

"The above supplies are for use during the summer field season of — (calendar year) and chargeable to appropriations for the fiscal year — (current year) or — (succeeding fiscal year) according to date of use. The right is reserved to order 25 per cent more or less of any item covered by the bids."

Payment for supplies used after July 1 can not be made until that date, but that will usually not be much of a handicap.

It should be kept very clearly in mind that purchases under the foregoing instructions can not be made until after the appropriation act has passed. When the appropriation act is delayed it is not necessary to await its passage before sending out invitations for bids if a notation is made on the bids that orders for the later fiscal year will be subject to passage of the necessary appropriation act. When such preliminaries are completed it will be possible to place orders immediately upon the passage of a delayed appropriation act.

USE ONLY FOR PURPOSE FOR WHICH ALLOTTED

Allotments to forests from the salaries and expenses appropriation may not be used to increase their allotments from appropriations for special work out of the ordinary unless previously authorized by the district forester, except by the contribution of time and expenses incidental to the regular work of protection and utilization, which, if not so contributed, would not be usefully employed.

SPECIAL DEPOSITS ^a

For purposes of accounting, the special deposits fund will be treated as an appropriation and the class subdivisions as subappropriations. The use of these deposits is limited to the purposes for which the deposits are made and no transfers between classes or projects are permissible unless prior consent in writing is obtained from the depositor. The special deposits constitute a continuing fund, and the unexpended balance at the close of the fiscal year will be carried forward to the ensuing year.

TRANSFERS BETWEEN APPROPRIATIONS PROHIBITED ACCOUNT OF EXCESS PURCHASES ^a

There is no authority to transfer between appropriations or subappropriations vouchers or portions of vouchers representing the value of supplies or materials purchased for specific projects or activities and remaining on hand upon completion of the work for which purchased. Whenever practicable such supplies and materials should be used on other active projects, preferably on projects financed from the same appropriation; otherwise the articles should be declared surplus, advertised, and sold, the proceeds derived from the sale being credited to "Stores," symbol 5190.

^a Amdt. No. 204, effective Oct. 15, 1920.

DISBURSING OFFICERS ⁶²

BONDS

All officers responsible for the disbursement and receipt of Government funds will be required to give bond in such amount as may be determined by the Secretary of Agriculture, the Forester, or the district forester. The chief, finance and accounts, will be responsible for seeing that district fiscal agents, deputy district fiscal agents, and temporary special disbursing agents are properly bonded. This responsibility will devolve upon the district fiscal agent in the case of special deputy fiscal agents.

The law requires (28 Stat. 808) the renewal of such bonds at least every four years, short extensions being allowed only in the case of pronounced emergency. It shall be the duty of the district fiscal agents to see that the bonds of the special deputy fiscal agents are renewed in accordance with the act, and it shall be the duty of the chief, finance and accounts, to observe the same procedure in connection with the bonds of the district fiscal agents, deputy district fiscal agents, and temporary special disbursing agents.

The district auditing committee in its quarterly audit will examine the condition of the bonds of the various disbursing officers in the district.

The date of bond, amount, name of bonding company, waiver, if any, of each active disbursing agent will be recorded in the disbursing ledger for ready reference.

The receipted bill covering the payment of each year's premium during the life of the bond should be referred to the district auditing committee by the disbursing officer for information and record.

DISTRICT FISCAL AGENTS

No district fiscal agent shall issue a check on the Treasurer of the United States until his bond has been approved, signature cards filed, and he has been assigned a symbol number by the Treasurer, which symbol number shall be printed, stamped, or written in the lower right-hand corner of each check.

Advance of funds will not be made to a district fiscal agent in excess of the penalty of his bond, except on authority of the Secretary of Agriculture. Written authority must be secured before a district fiscal agent can issue checks for cash to be placed to the credit of special deputy fiscal agents or for actual cash payments by the district fiscal agent. Such authority can be granted by the Secretary of the Treasury only, and in no case will the amount authorized exceed the penalty of the bond.

When duly authorized, and when conditions warrant the district fiscal agent may carry a small amount of cash. A current record will be maintained of all cash withdrawals, disbursement transactions, and the balance on hand. Periodically this record will be examined by the district auditing committee, who will verify the entries and count the cash, which must agree absolutely with the cash balance as shown by the record. Official or semiofficial accounts will not be carried in any bank or similar institution by any district fiscal agent.

* Amdt. No. 88, effective Jan. 1, 1928.

Treasury Department Circular 195, dated January 24, 1921, requires that each disbursing officer authorized to carry cash at his own risk shall make a quarterly report to the Secretary of the Treasury, division of bookkeeping and warrants, through the head of the department to which he is attached, showing the amount of cash kept by him pursuant to this authority. The reports will include the special deputies' balances in addition to the actual cash balance, if any, carried by the district fiscal agent personally. Vouchers in the office covering payments made prior to the close of the quarter, but not recorded on the books, should be taken into consideration in determining the reportable balance.^a

Annual appropriations are ordinarily available for disbursement by district disbursing officers for two years only and all unexpended balances should be returned to the Treasurer on or before the end of the second fiscal year. However, district fiscal agents may requisition funds from annual appropriations after the close of the second year in amounts sufficient to cover vouchers presented to them for settlement, but payment should be deferred on such vouchers until it is learned that credit has been allowed. Under no circumstances will continuing balances be carried in annual appropriations after the close of the second year.

^a Amdt. No. 89, effective Jan. 1, 1928.

^a When a regional fiscal agent closes out his account under his official bond by reason of separation or otherwise, he should notify the Treasurer of the United States, stating the number, date, and amount of the last check drawn, sending the letter with extra carbon copy through the Forester, preparing at the same time an account current covering all transactions since the rendition of the last report to the date of closing. A check should be drawn for the unexpended balance remaining to the regional fiscal agent's credit (exclusive of the balance in the special deposits fund), showing in the appropriate space on the check that the amount is for "unexpended balance under bond dated ____." The check should be deposited through the Federal reserve bank or branch designated as the regional depository to his "personal" (appropriation) credit and the General Accounting Office notified by letter, giving the depository, certificate number, date, and amount by appropriations, which letter should be sent, with two carbon copies, through the Forester, one copy being intended for his files and the other for the files of the department disbursing office. Upon receipt of notice from the General Accounting Office that the account has been settled in full, no balance being found in favor of the Government, the bonding company may be notified and application for refund of unearned premium filed. A check for the disbursing balance in special deposits will be drawn in favor of the Federal reserve bank by the outgoing regional fiscal agent and deposited to the credit of his successor. Should there be no successor, or should there be a lapse between the termination of the services of the separated officer and the entry on duty of the successor, instructions for disposition of the special deposits balance will be issued by the Forester. Blank or unused checks should be transferred to the successor, or returned to the division of printing and stationery, Treasury Department, in the event the position is being discontinued. For detailed instructions for transferring checks, reference should be made to Treasury Department Circular No. 8, dated January 29, 1921.

Requisition for Funds.^b

Requisition for funds on standard Form 1027 will be prepared in quadruplicate, and exact appropriation titles, without abbreviations, given, as well as the General Accounting Office symbol numbers. The original will be typewritten with black record ribbon and must contain no erasures or changes. For identification the address should contain the words "Forest Service."

When general and special account funds are requisitioned, both will be included on the same form and the symbol numbers of the two accounts shown in the "D. O. symbol No." space; when the requisition is confined to funds in one account the symbol of that account only will be entered in this space. The balance on hand in each account will be entered separately, the balances of both accounts being shown on all requisitions, including those for funds of one account only. The amount of the special deposits balance will be excluded from the special fund balance reported. In addition to the balances and account symbols, the date of the balances reported will be shown.

On requisitions for funds in both accounts the general fund account symbol will be entered first under "Appropriation" followed by the general accounting appropriations and amount. Below these will be entered the special fund account symbol followed by the special fund appropriations and amounts.

The amount requisitioned, together with the balance on hand available for disbursement, both check and cash, plus travel advance and retirement balances, (but exclusive of the special deposits balance) must not exceed the amount permitted under the bond and waiver, as approved by the Secretary of Agriculture, and the amount requested from any appropriation must not exceed the balance of the regional allotment under that appropriation.

Requisitions for salaries and expense funds of bureaus other than the Forest Service should specify the subappropriation as well as the major appropriation. Requisitions for funds from appropriations transferred to the Agricultural Department from other departments should show in addition

^a Amdt. No. 205, effective October 15, 1929.

^b Amdt. No. 317, effective September 25, 1931.

to the appropriation designation the fact that transferred funds are involved, as follows: "Aviation, Navy (Navy transfer to Agriculture, act of May 21, 1920), 1928."

The original and two carbons will be initialed by the regional forester to the left of the space provided for the Acting Forester's signature, and by the regional fiscal agent in the lower left-hand corner and forwarded to the Forester for further action. One copy will be held in the waiting file.

As a general rule requisitions for funds should be forwarded by mail. If, however, time does not permit of mailing, the regional fiscal agent may telegraph requisitions, care being taken that all the information necessary to enable the Washington office to prepare the requisition is furnished. If requested, the Forester will advise by wire when the requisition has been placed to the credit of the regional fiscal agent and made available for expenditure. No expenditure can be made until advice is received that the requisition has actually gone to credit.

Notification of Warrant.

Notifications of warrants issued on Form 5254a will be compared with the requisition when the necessary entries will be made on the disbursing-ledger records and the notice filed with the retained copy of the requisition or forwarded to the disbursing officer concerned, as the case may require.

Certificates of Deposit—Personal (Appropriation) Credit.

When a deposit is made to "personal" (appropriation) credit by an active regional fiscal agent on account of a disallowance conceded by him, or for other purposes except disallowances made by the General Accounting Office, a letter to that effect should be addressed to the General Accounting Office, audit division, giving the number and date of the certificate of deposit, the amount deposited by appropriations, and a brief statement as to the object of the deposit. The letter should be sent through the Forester with two carbon copies, one for retention in his files and one for the department disbursing clerk. Such transactions should be reported on both the receipt and payment sides of the next account current and should be included on the appropriate collection schedule.

In the case of deposits affecting disallowances in the accounts of a disbursing officer who is no longer active and whose account current has been rendered covering his final disbursements, it is necessary only to notify the General Accounting Office and the Forester. A supplemental account current showing the transaction is not necessary.

When deposits are made to personal credit on account of disallowances by the General Accounting Office, that office should be notified on Form 1043. No letter need be written the General Accounting Office giving advice of such deposits, but a letter should be written to the Forester with a carbon for the department disbursing clerk. Such letters should give the number and date of the certificate of deposit, the amount by appropriations, and the reason for the deposit.

In each of the above cases the amount deposited will be entered on the proper accounting records and subappropriation accounts as a decrease in disbursements and on the appropriation account as a decrease in disbursements and deposits.

When a deposit is for the return of unexpended balances of disbursing funds the General Accounting Office will be notified by letter, copies of which should be provided for the Forester and the department disbursing clerk. The transaction should appear on the payment side of the next account current. Such deposits will be taken up on the disbursing ledgers and appropriation ledger as a decrease in deposits. Other records will not be affected.

Regional fiscal agents' official checks returning to the Treasury unexpended disbursing balances to the appropriation credit should be deposited, except in Alaska, either with Federal reserve banks or branches, or with the Treasurer of the United States. The regional fiscal agent of region 8 has been specifically authorized to make such deposits through the First National Bank at Juneau.

Certificates of Deposit—Official (Disbursing) Credit.

When deposits are made to "official" (disbursing) credit, on account of disallowances by the General Accounting Office, that office should be notified on Form 1043. Deposits to official credit in other cases need not be reported currently to the General Accounting Office and in no case need they be reported currently to the Forester. The necessary information will be secured by the General Accounting Office from Form 1043 and the collections schedules, and by the Forester from the financial statements (279b) and the collection schedules which should show briefly the object of each deposit.

Transactions of this character should be taken upon on the receipts side of the account current only and should be included on appropriate collection abstracts supported by such explanations as may seem proper. When it is necessary to request the General Accounting Office to make a disallowance in a voucher no longer in the regional fiscal agent's possession it is entirely proper and desirable to include in the same letter a reference to the certificate of deposit, if such information is available. A request for a disallowance from a voucher still in the regional fiscal agent's possession should be handled by attaching a memorandum to the voucher, which will come to the attention of the General Accounting Office in due course.

Repayments or collections from cooperative associations, railroads, individuals, etc., to cover the cost of fire suppression, fire protection, or other cooperative activities, computed after expenditures have been made, will be deposited to the regional fiscal agent's official credit. In such cases it is not necessary to communicate with the General Accounting Office at the time of deposit, but at the close of the quarter such items will be included on collection abstract, under the proper appropriation headings, supported by brief, concise explanation setting forth the origin and purpose of deposits. It will not be necessary to cite the vouchers by number on which the original payment were made.

^a Interaccount adjustment checks, although deposited to official credit, will not be included on collection schedules or elsewhere with collections deposited to official credit. These checks merely effect adjustments between the general fund and special fund disbursing accounts, and are reported to the General Accounting Office and the Forester on the lists of adjustment checks accompanying the account current.

Difference Sheets.

Prompt action will be taken on General Accounting Office statements of differences, full and complete explanations provided, and repayments made in the case of erroneous payment; overpayment will not be conceded except in bona fide cases. Copies of letters or appeals addressed to the General Accounting Office regarding such statements, and copies of replies when received in duplicate, or when the subject matter is of particular importance, will be furnished the Forester.

Recommendations, suspensions, or other actions of the General Accounting Office involving administrative policy questions or general service procedure will be promptly brought to the Forester's attention. This is necessary in order that changes in policy or procedure resulting therefrom may be given general application and department or bureau instructions modified when required.¹²⁴

The regional fiscal agents will be provided with extracts from the quarterly statements of differences of all regional fiscal agents and the departmental disbursing clerk, summarizing unusual suspensions and items involving questions of principle, for their information and future guidance.

^a Amdt. No. 281, effective Aug. 1, 1930.

Redeposit of Cash.

When funds are placed to the credit of a special deputy fiscal agent and a part or the entire amount subsequently returned to the regional fiscal agent's check disbursing credit, it is not necessary to notify either the General Accounting Office or the Forester by letter, but the transaction should be taken up in the cash account on the back of the next quarterly account current rendered.

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DEPUTY REGIONAL FISCAL AGENT (OFFICE)^a

Whenever considered necessary, the Forester shall, upon recommendation of the regional forester, designate one member of the regional fiscal agent's office to act as a deputy to the regional fiscal agent, such deputy to be authorized to sign the regional fiscal agent's checks during the latter's absence in the field or during periods of leave or sickness.

The regional fiscal agent will execute a Treasury Department Form 6587, "Designation by disbursing officer," authorizing the designated member to act in his place, which designation must be approved by the Secretary of Agriculture before the deputy is authorized to act. The original and six copies will be sent to the Forester. After approval the original and one copy will be forwarded to the Treasurer of the United States, who will forward the copy to the Comptroller General. The remaining copies will be distributed as follows: Two to the regional forester, one of which will be sent to the local agent of the bonding company; one copy each will be filed in the solicitor's office, the departmental disbursing office, and the Forester's office.

^b Deputy regional fiscal agents will be required to furnish bond in favor of the Government in an amount to be fixed by the Forester, but in no case less than \$10,000. Such bonds will be prepared in quintuplicate, the original only being executed by the principal and bonding company. After being approved by the Secretary of Agriculture, the original will be filed with the Treasury Department and the filled copies with the disbursing clerk of the Department of Agriculture, the Forester, the regional forester, and the bonding company. The bond shall be prepared substantially in the form prescribed by the Secretary of the Treasury for assistant disbursing officers. The Treasury Department prefers that the same surety company execute the bonds of the regional fiscal agent and the deputy.

Upon receipt of the designation, the deputy's official signature and notice of approval of the bond, the Treasurer will honor checks signed by the deputy.

SPECIAL DEPUTY FISCAL AGENTS (FIELD)^c

When considered necessary to expedite payments of wages in the field to fire fighters and other temporary laborers having no permanent local residence, or under emergency conditions to facilitate the handling of receipts in connection with the administration of the forests, the supervisor or head of the unit concerned will recommend a qualified member of his permanent force to serve as special deputy fiscal agent. If the recommendation is approved by the regional forester, the regional fiscal agent will issue the member a letter designating him special deputy fiscal agent for the purposes stated.

Such agents will be bonded in favor of the United States and the regional fiscal agents jointly and severally in the amount of \$5,000 (premium to be paid by said agents personally). They will disburse funds advanced to them by the regional fiscal agent of the region concerned from his official disbursing moneys, subject to the conditions and instructions prescribed in this manual and as supplemented by the regional forester. Funds for the use of special deputy fiscal agents will be deposited by the regional fiscal agent in a national bank of known sound financial standing, ordinarily at the regional fiscal agent's official headquarters, the last-named officer reserving the right to close out the account at any time in an emergency, but he is without authority to check against it otherwise.

In special cases where the facts fully justify exception to the established rule, the Forester will authorize the maintenance of special deputy fiscal agents' accounts at points other than the regional headquarters.

Arrangements will be made with the depository bank at the time accounts of special deputy fiscal agents are opened whereby all "paid" checks, together

^a Amdt. No. 282, effective Aug. 1, 1930.

^b Amdt. No. 90, effective Jan. 1, 1928.

^c Amdt. No. 206, effective October, 1929.

with monthly or other statements of accounts of such deputies, will be delivered direct by the bank to the regional fiscal agent, no paid checks or statements to be forwarded to the deputy.

When special deputy fiscal agents have been designated for either disbursement or collection purposes the regional fiscal agent will be responsible for the issuance of such detailed instructions or procedure not covered by the manual as he may consider necessary; he will provide the requisite equipment, including a protectograph machine and acid-proof ink, or checks with notched left edge, when considered necessary, and will employ other usual safeguards such as using checks of Federal safety or other sensitive paper. The district fiscal agent will also make quarterly reports to the district auditing committee of the transactions of the individual deputies during the quarter concerned.

COLLECTIONS

The designation of special deputy fiscal agents for collection purposes will be confined to special and unusual emergency cases where in order to properly handle a particular field project or activity, it is essential that the local forest officer accept moneys due the service.

Limit of Authority.

A deputy's authority is limited to cash collections. Checks and money orders from permittees should be drawn in favor of the Federal Reserve Bank with which the regional fiscal agent deposits his funds and mailed directly by the permittee to the fiscal agent with letter of transmittal.

Unless a deputy is specifically designated to make disbursements and a separate bond given for that purpose, he is without authority to disburse Federal funds.

Temporary Receipts.

Temporary receipt books (Form 583) will be numbered and furnished to the deputy by the regional fiscal agent, which provide for a carbon copy of each receipt issued. A book of blank receipts should be carried by the deputy at all times.

When a collection is made in cash by a deputy a temporary receipt will be issued on Form 583, the receipt to specify what the payment covers.

The books of receipts must be carefully protected. Should a blank receipt reach the hands of an unscrupulous person it might readily result in loss of money or embarrassment to the deputy.

Handling of Collections.

Moneys collected by a deputy must be carefully safeguarded. Collections will be deposited by the deputy with the regional fiscal agent as soon after receipt as other duties permit. The deputy's remittance will be accompanied by a schedule showing receipt number, name of depositor, and the amount in each case, in order to identify the transaction on Form 583. The regional fiscal agent will check the remittances with the schedule, indicate thereon the result of such check, and hold the schedule for use by the regional auditing committee. The deposit will also be accompanied by appropriate form letters of transmittal. Where the deputy's headquarters are at or near those of the regional fiscal agent, deposits may be made in person; where headquarters are remote from those of the regional fiscal agent, remittances will be made in the form of the deputy's personal check, draft, or cashier's check, as a substitute for the cash collections and which should be made payable to the order of the regional depository. If receipt is desired, the schedule should be submitted in duplicate. When the deputy deposits cash with the regional fiscal agent, the latter will, in accordance with prescribed procedure, issue a receipt for such deposit on Form 583, making cross reference on the back of the duplicate receipt to the schedule; or he will record thereon the names of the original payers and amounts.

Waiver.

For the sole purpose of facilitating the payment of transient laborers engaged in the suppression of forest fire the provisions of the National Forest Manual which prohibit you from carrying a balance in excess of the amount of your bond are hereby waived and you are authorized to temporarily carry a balance of not to exceed \$----- This increased authorization will be withdrawn at the earliest opportunity consistent with the efficient discharge of your disbursing duties.

-----,
District Fiscal Agent.

Approved:

-----,
District Forester.

Deposit Slips.

Triplicate deposit slips will be prepared for all checks deposited to the credit deposited to the credit of special deputy fiscal agents. The original and both copies will be submitted to the depository for proper execution. The duplicate will be filed by the district fiscal agent. The triplicate, which will be mailed to the deputy will constitute his authority for taking up the amount on his records. No credits will be taken up by the deputy until receipt of the deposit slip, except in case of emergencies, when he may take up credit on the basis of telegraphic advice of deposits from the district fiscal agent, in which case he will make certain that he receives a deposit slip in confirmation.

Overdrafts of special deputy fiscal agents' accounts will not be permitted.

Record of Cash Account.

All deposits and disbursements will be entered currently upon the deputy's check stubs, the additions and subtractions being checked for accuracy from time to time. In addition the deputy will keep an appropriate register (Form 95) upon which will be entered (1) deposits as notices are received, and (2) disbursements by dates (not by individual checks). The amount of the checking balance should appear upon the check-book stubs at the close of each day, or more often when considered necessary, and this balance verified with the first two columns on Form 95.

Time Slips.

Payment may be made by the special deputy fiscal agent upon properly certified time slips, but under no circumstances should a deputy certify to a time slip upon which payment will be made by him. The special deputy's check numbers should be placed upon all time slips for which payment is made.

Checks.

Checks numbered consecutively and bearing the required supplemental printed matter, or rubber stamp impression, will be furnished by the district fiscal agent to each deputy for whom a deposit has been made. A receipt will be obtained for all checks issued to deputies and a record of such checks will be maintained by the district fiscal agent. All checks must be accounted for. No unnumbered checks will be issued.

Unissued checks in the custody of special deputy fiscal agents will be carefully guarded at all times, particularly when deputies are in the field engaged in the payment of transient fire fighters or other emergency laborers. Under no circumstances will check books be left lying around on tables or in office cabinets when not actually in use.

Checks will be issued in consecutive order and should be typed, using ribbon in good condition and striking the keys firmly, or they should be written in longhand with waterproof ink of a good quality. The payee's name and the written amount should start very close to the left-hand margin and lines drawn from the end of the written matter to the end of the space provided; also the figure amount should be started close to the dollar sign. Every precaution should be taken to avoid the possibility of inserting another figure either printed or written, to raise the amount of the check. If a name or amount is written in error, the check should be canceled and a new one drawn. Protectograph machines should invariably be used when available.

If considered desirable to establish a further precaution by fixing a maximum limit for which checks may be issued, this may be accomplished by printing on the checks or by rubber-stamp impression a statement reading "Not good for over \$100."

Checks must be drawn to the order of the laborer, and none other, regardless of the circumstances, since the law prohibits the assignment of pay. (See par. 29, Fiscal Regulations.)

All checks must be signed personally by the deputy. He is not permitted to delegate this authority in any degree. Checks will not be signed in blank under any circumstances. Checks will be delivered to the payee in person and only after securing a signed cash receipt upon Form 526.

The checks will bear a printed or rubber-stamp statement to the effect that they will be honored for a period of 90 days only from date of issue, or a lesser period if considered desirable; payee should be so informed and requested to cash the same promptly. Checks outstanding more than 90 days or the period of negotiability stipulated will be voided, stoppage of payment promptly requested by the district fiscal agent, and the amount repaid to that officer by the deputy on his official check. Such checks will not affect the deputy's check-book balance, since credit was taken previously for the voided check. On the stub of the voided check reference should be made to the number and date of the check drawn in lieu to the order of the district fiscal agent, and on the stub of the check drawn in lieu reference should be made to the voided check. Thus, a complete record will be had of all voided-check transactions. In transmitting checks to cover repayments the deputy will attach a statement giving certificate and voucher numbers of the original voucher in order that proper disallowance may be made from the account which is filed with the General Accounting Office.

Repayment checks drawn by reason of the period of negotiability having expired will, when forwarded to the district fiscal agent, be accompanied by duly certified Form 3 voucher stated in favor of the laborer involved. The district fiscal agent will promptly deposit the proceeds of the deputy's check to his disbursing credit and issue his regular official check in settlement of the voucher.

In cases of lost checks the deputy will immediately request the bank, through the district fiscal agent, to stop payment, giving the date and number of the check, name of payee, and amount. The district fiscal agent will then issue special instructions as to the further handling of the case.

In cases of alleged forgery, should any occur, special instructions will be issued.

Cash Receipts.

When checks are delivered to laborers a cash receipt (Form 526) will be secured from each person to whom checks are issued. All spaces upon the receipt form are to be filled in except that for "Voucher No." and the two lines immediately following the word "account." Cash receipts will be taken in the name of the district fiscal agent. Each cash receipt must be signed by the payee of the check, and in no case will cash receipts be taken in duplicate. Where signature is by mark, the name and address of a disinterested witness is required; the deputy can not act as such witness. Payments without evidence of cash receipt properly prepared and signed will not be recognized.

Vouchering Cash Payments.

Since expenditures of special deputy fiscal agents are limited to personal services of temporary laborers, all payments will be vouchered on pay rolls (Form 2), or upon individual vouchers (Form 3) if only one person is involved. Care should be taken to list the names of the payees upon the vouchers exactly as signed to the cash receipt.

Special deputy fiscal agents will be furnished with a rubber stamp reading: "Paid in cash by -----, S. D. F. A." An impression of this stamp should be made upon each of the following forms before the account is forwarded to the district fiscal agent:

1. Across the face of Form 79a.
2. Bottom margins of Form 3.
3. Vertically in the column headed "Paid by check on Treasurer of the United States" on Form 2. Omit dates in this column and elsewhere except upon the cash receipts.
4. Across the face of time slips (unless already printed on the form).

Deductions for commissary supplies, meals, etc., must be clearly noted on the vouchers in the spaces provided. Entries should show amounts earned, amounts deducted, and net amounts paid, which latter must agree with checks and cash receipts.

Paid vouchers, together with cash receipts and other related papers, should be transmitted to the district fiscal agent by registered mail at frequent intervals. Before vouchers are forwarded forest certificate numbers will be assigned and the usual entries made upon the forest accounting records. Cash vouchers must be signed by the supervisor or acting supervisor, the deputy not being authorized to certify his own cash payments.

Paid Checks, Check Stubs, and Bank Statements.

At the close of each month the stubs for checks issued during the month and all mutilated or voided checks and stubs thereof will be forwarded by the deputy to the district fiscal agent. The stubs will be audited by the district auditing committee against the paid checks, stamped with date of payment, and returned to the deputy. The paid checks which will be obtained by the district fiscal agent directly from the depository bank will be retained in the files of the district fiscal agent permanently. Unpaid check stubs will be temporarily retained by the district fiscal agent for auditing against the checks when paid, or until payment on such checks shall be stopped for any reason.

Quarterly Statements.

For each quarter during which a balance is on hand, regardless of whether disbursements are made, the deputy will submit to the district fiscal agent by the 5th of the month following the end of the quarter, a statement in duplicate prepared on Form 83 duly signed, dated, and approved by the supervisor.

Closing Accounts.

When directed by the district forester or the district fiscal agent, upon the completion of a project, at the close of the field season, or when for any other reason it is considered desirable that a deputy return his unexpended balance, he will forward at once his official check in the exact amount of his balance, to the district fiscal agent, such check being drawn to the order of the ~~Federal reserve bank through which the district fiscal agent usually makes his official deposits.~~ The deputy will also forward to the district fiscal agent all unused checks and all check stubs, which will be audited to see that full accounting is made.

*Region
Fiscal
Agent*

Responsibility.

Since vouchers paid by a special deputy fiscal agent are not audited by the district fiscal agent until after payment, it is extremely important that every precaution be taken by the deputy to avoid errors of all kinds, especially with regard to duplication of time of employees paid by him and the district fiscal agent. The fiscal regulations and Government salary tables will be carefully observed.

It should be thoroughly understood that the deputy is wholly responsible for duplications, errors in calculations, payments prohibited by law or regulations, etc., also for other forms of discrepancies, resulting in the insufficient authentication of expenditures, such as incomplete signatures to cash receipts, loss of cash receipts, and failure to supply all essential information upon vouchers.

Every possibility of the loss of checks, or of their fraudulent indorsement or otherwise improper use, must be carefully avoided; also every reasonable precaution must be taken to prevent checks from being raised.

CHECKS

All checks will be drawn in the name of the payee, except in cases of salary payments to employees who have filed an assignment slip (not for value received), in which case the check will be drawn to the party named.

DISTRICT FISCAL AGENT

^a The district fiscal agent's checks will be typewritten on the numbered blanks furnished by the Treasury Department with carbon copies for his office files. An additional carbon copy will be made on yellow sheets for the General Accounting Office. A machine equipped with heavy type (not pin point) with good fresh ribbon will be used, and care should be taken to start the written amount close to the word "pay" and the typed figures close to the dollar sign. All checks transmitted by mail will bear the address of the payee. Treasury regulations do not permit erasures or alterations in checks. When an error is made the check must be treated as spoiled and promptly canceled.

The district fiscal agent will sign checks when in the office; when he is on leave or in the field, the deputy district fiscal agent will sign. Checks will not be signed in blank under any condition.

Checks issued by the district fiscal agent will be mailed in the standard window-style envelopes, sizes 3 $\frac{3}{8}$ by 8 $\frac{3}{4}$ inches or 3 $\frac{7}{8}$ by 8 $\frac{7}{8}$ inches, accompanied by the coupon (Form 546) in the case of Form 1034 vouchers.

TEMPORARY SPECIAL DISBURSING AGENTS

Temporary special disbursing agents will use the numbered blanks furnished by the Treasury Department. The checks should ordinarily be typed with two carbon copies. If not typed, black ink should be used and two lists prepared; one for the office record and the other for the General Accounting Office.

SPECIAL DEPUTY FISCAL AGENTS

Special deputy fiscal agents will use the checks furnished by the bank in which their funds are deposited.

^a Amdt. No. 91, effective Jan. 1, 1928.

CHECK-IDENTIFICATION SLIP

Checks drawn by the regional fiscal agents frequently require indentification to insure proper crediting by the payee. This is particularly true with respect to checks in settlement of Form 1034 vouchers in favor of large establishments or checks in favor of smaller concerns with which two or more units of organization of the service conduct business. In all such cases check-indentification slip (Form 546) must accompany the voucher when forwarded to the disbursing officer for settlement. The latter will in turn mail the slip to the payee with his official check.

ASSIGNMENT OF SALARY ^a

When salary is assigned as provided for by the departmental fiscal regulations, the regional fiscal agent will be furnished with assignment slips (Form 82) in duplicate, if more than one salary payment is involved. The original will be attached to the voucher on which the first payment is made, and the duplicate held in the regional fiscal agent's office, attached to the individual salary card or sheet, and will furnish data for cross reference for future payments. Assignment slips will ordinarily be employed only for limited periods. In the case of extended periods power of attorney (Form 6569) should be executed by payee.

In preparing service vouchers the name should be listed as follows: "Mary Brown, salary of John Brown," and the check will be drawn to the order of Mary Brown with "Salary of John Brown" typed in the "Object for which drawn" blank.

POWER OF ATTORNEY TO INDORSE CHECKS

Powers of attorney (Form 6569), authorizing the attorney in fact to indorse checks, will be prepared in duplicate, and the signature of the attorney in fact must appear on the original. The original may be forwarded by the regional fiscal agent direct to the Treasurer of the United States or attached by the attorney in fact to the first check indorsed in accordance therewith. A copy of the power of attorney will be retained by the attorney in fact for record and future reference.

Checks will be drawn in the usual manner and mailed as directed by the payee. The disbursing officer is not obligated to see that checks are delivered otherwise than as directed on the voucher, and the power of attorney simply gives the holder thereof authority to indorse checks named in the document when they come into his or her possession.

CHECKS IN FAVOR OF PERSONS DECEASED OR ADJUDGED INCOMPETENT

Checks issued by regional fiscal agents in favor of persons becoming deceased or adjudged incompetent before cashing the checks will be scheduled to the General Accounting Office, claims division, together with claim on G. A. O. Form 1055 properly executed by the executor, administrator, guardian, committee, or legal representative. The applicable certificate required by Form 1055 relating to letters testamentary, letters of administration, or guardianship appointments will accompany the papers. The General Accounting Office will issue authorization for payment of the proceeds of such checks to the person ascertained to be entitled thereto, upon indorsement by such party in the usual manner.

^a Amdt. No. 318, effective September 25, 1931.

REPORT TO GENERAL ACCOUNTING OFFICE

On or before the 10th of each month the regional fiscal agents and temporary special disbursing agents will forward copies of checks issued (yellow carbon) during the preceding month in both the general and special fund accounts to the General Accounting Office, check accounting division, with the following indorsement:

I certify that the accompanying check carbons constitute a complete, true, and correct list of all checks drawn by me on the Treasurer of the United States under the symbol number-----, during the month of-----.

(Name)

(Title)

A statement should be submitted with the check carbons monthly, copy of which should be forwarded to the Forester, giving the name of the disbursing officer, title, symbol number, department and bureau, location or station, depository, and the following additional information:

Check book balance at close of business — 193—	\$—
Deposits entered on check book during — 193—	\$—
Deposits in transit for deposit to checking account not yet credited	\$—
Canceled checks during — 193—	\$—
Adjustments (explained individually) —	\$—
Total —	\$—
Checks drawn during — 193—	\$—
Adjustments (explained individually) —	\$—
Check book balance at close of business — 193—	\$—

If a check is drawn in exchange for funds the notation "Exchange for funds" should be made. Canceled checks, i. e., those for which credit has been claimed, must be listed separately and transmitted monthly with the summary statement, the officer charging himself with the total thereof in his statement of depository account. "Spoiled" or "void" checks, i. e., those for which credit as a disbursement has not been claimed, must be forwarded with the check carbons to which they pertain, the appropriate notation being placed on the carbons and checks, viz: "Void, no issue under this number," or "Void, substitute issued under same number." In the latter instance notation will be made on the checks only.

IRREGULARITIES IN ISSUANCE OF CHECKS

Where any irregularity is discovered after delivery or mailing of a check a complete report should be immediately communicated in writing, or by wire when necessary, to the Treasurer of the United States, requesting stoppage of payment if the check is outstanding. If it is known that the check has been paid the irregularity should be communicated to the General Accounting Office direct. The amount of any overpayment in the regional fiscal agent's disbursing account should be stated and the appropriation indicated.

Information pertaining to, or copies of, checks will be furnished by the General Accounting Office only to the persons immediately interested, such as the payee and indorsers, and then only for known bona fide uses. Investigation and other action subsequent to notice of irregularities will be conducted by the Treasury Department or the General Accounting Office, as the case may be, direct with those concerned. Claims presented for amounts recovered and deposited in the Treasury must be forwarded with full administrative report, with reference to check involved, to the General Accounting Office for direct settlement.

DUPLICATE CHECKS

When a person entitled to the proceeds of a check complains of its nonreceipt, the regional fiscal agent will furnish him a full description thereof on Form 75, giving the number, date, and amount, and address to which mailed. He will also instruct the owner that if the check is not received within a reasonable time to advise the Treasurer of the United States thereof and request stoppage of payment, using the space provided in the lower portion of Form 75 for the purpose. If complaint is made that a check is lost or destroyed, the regional fiscal agent will forward the complaint if in proper form to the Treasurer of the United States immediately. Form 75 is adapted to this class of cases, as well as to instances of nonreceipt, and should be used when found advantageous. In the case of lost and destroyed checks, the Treasurer requires advice from the owner as to whether the check was indorsed and the manner in which lost or destroyed. He further requires that all communications from owners of checks, whether addressed to the Treasurer or referred to his office for action, bear the owner's autograph signature and correct address.

When payment is stopped on a check by the Treasurer of the United States, the regional fiscal agent will be advised. If, after investigation, it appears that the payee's claim is just, he will be furnished by the Treasurer with a bond of indemnity (Form 2244), which, when executed, the owner of the check should send to the regional fiscal agent. In cases when convenient the supervisor or ranger should aid the drawee in the execution of his bond to the end that it may be transmitted in proper order.

In order to expedite the issuance of duplicate checks disbursing officers in Alaska are permitted, under special instructions from the Treasurer's office, to furnish a claimant located in Alaska a partially prepared bond (Form 2244). In the States a fiscal agent should not ordinarily furnish the claimant a bond form, but may do so when the form furnished by the Treasurer has been spoiled or lost.

Upon receipt of the bond of indemnity the regional fiscal agent will issue the duplicate check and forward it with the bond to the chief, Division of Book-keeping and Warrants, Treasury Department, which action in the case of lost checks must be deferred until 30 days have elapsed since the date of issuance of the original. When the check is approved in the Treasury, it will be returned to the regional fiscal agent for delivery to the payee.

Special duplicate check forms will not be issued. When issuance of a duplicate is necessary a check in the regular series will be used, changing the serial number to that of the check for which the duplicate is issued and giving it the same date as the original. The duplicate should be an exact transcript of the original. The number of the check used will be accounted for on the check carbon by a notation that it was issued as a duplicate, showing the number and date of the check for which issued. A notation will be made also on the carbon of the lost check that duplicate has been issued, with date that such action was taken.

Duplicate checks will not be taken into consideration in any record of the day's transaction. The notations made on the carbons of the original check and of the check issued in lieu thereof constitute sufficient record.

The procedure prescribed in General Accounting Office Regulation No. 61, dated December 18, 1926, governs the issuance of duplicates of checks lost, stolen, or destroyed issued by disbursing officers no longer in the service.

CANCELED CHECKS

For procedure for cancellation of checks see General Accounting Office Regulation No. 35, dated June 18, 1924.

Entries on the book records are described in the instructions for the appropriation control, appropriation disbursing, and summary disbursing ledgers. Canceled checks in no way affect the schedule of disbursements. The amount of the canceled check and the related retirement deduction will be taken up as a conceded disallowance in the next account current, the reason for cancellation being stated briefly on the schedule of collections covering canceled checks. On the account current canceled checks involving retirement deductions should be included in the total with other canceled checks in the collection column. The retirement deductions pertaining to canceled checks should be shown separately in the blank column under "receipts" which may be headed "retirement deductions," or the items otherwise appropriately labeled if it is necessary to include several miscellaneous items in this column. On the list of retirement pay rolls and vouchers, deduction for retirement on checks canceled during the period should be made as explained under "Schedule of retirement deductions and collections."

FORGED CHECKS

When stoppage of payment of a check has been requested and it is found that the check has been paid, the investigation of the General Accounting Office will include the possibility of forged indorsement. If after full investigation forgery is established, a substitute check is issued by the General Accounting Office upon collection of the forged check. Cases of this nature move slowly and no definite date of final settlement can be given the payee.

UNCLAIMED CHECKS

Checks returned unclaimed to the regional fiscal agent or temporary special disbursing agents will be duly safeguarded and a record of such checks kept on Form 14c. Every effort should be made to secure a new address and to make delivery of such checks. Checks remaining undelivered on the first day of each quarter, for more than three full months from the last day of the month of issue, will be forwarded to the General Accounting Office, check accounting division, liabilities section, for safe-keeping and appropriate disposition. A statement will accompany the checks giving the name and symbol number of the disbursing officer, and listing each check by number, date, amount, payee, payee's last known address, voucher reference, and purpose for which issued. However, the regional fiscal agent may retain such checks for a longer period if there is a likelihood of his being able to effect delivery. If the disbursing officer so desires he may submit the statement in duplicate with request that one copy be receipted and returned for filing.

PERIOD OF NEGOTIABILITY

Checks will be honored by the Treasurer of the United States if presented within three full fiscal years from the date of issue. Checks outstanding a longer period will be forwarded to the Treasury Department with request that Treasury warrant be issued to the owner's order. If lost, bond of indemnity is required.

DISCOUNTING DISBURSING OFFICERS' CHECKS

It is the policy of the Government that the rightful claimants or payees shall receive full face value of official checks. If it is found that any individual or individuals are making a practice of discounting Forest Service checks the matter should be promptly reported to the district forester for appropriate action.

PAID CHECK STATEMENTS

The Treasurer's monthly statement of checks paid, showing balances to disbursing credit, will be compared within 10 days or two weeks of receipt with the carbon copies of checks in the district fiscal agent's office, and those listed will be stamped "paid," showing month and year. The checks remaining unpaid to and including the last day of the month covered by the Treasurer's statement will be listed on Form 29, which will be initialed and dated by the employee preparing the same. The total of unpaid checks added to the cash-book balance should equal the Treasurer's balance. If they disagree the matter will be promptly taken up with the Treasurer; likewise any discrepancies as to check numbers and amounts.

REQUISITIONS FOR CHECKS

District fiscal agents will requisition checks from the Treasury Department, division of printing and stationery, on Forms Nos. 1231 and 1231A provided for that purpose. Approximately two months should be allowed for receipt of checks requisitioned.

Checks, Care of.

Upon receipt of a supply of checks they should be checked and acknowledged and kept in the safe or vault. They will be examined periodically by the district auditing committee to ascertain that all are intact.

The district auditing committee may wrap the checks in packages of five or ten books, sealing the packages, and initialing the seals. This will expedite subsequent periodic audits.

VOUCHERS

All claims for services or supplies furnished the Government must be supported by vouchers on forms approved by the Comptroller General.

FIELD PREPARATION

The following procedure should be observed in the preparation of vouchers:

Pay Rolls, Forms 1013-1013c (long), 1013d-1013e (short), and Form 2; Individual Voucher, Form 3.

Vouchers covering services of employees on annual salary basis should be prepared from Form 26 or other authorized service report form, and the salary sheets, Form 19i, and should show name of appointee, title, rate of compensation, address, appropriation symbol, gross amount earned, retirement and commissary deductions, and net amount due. In cases where quarters are furnished by the service the vouchers will also show the quarter's deduction. The amount earned, amount due, and retirement deductions should be ascertained from the Government salary tables. When payment for less than a month is made to an appointee an explanation should be made in the "Remarks" column, such as "Trans. to Pike N. F., eff. 5/16/24; L. W. O. P. July 8-14." For leave without pay actual dates should be shown, and if the absence without pay includes a fractional day, the hours of such fractional day's absence must be stated to show whether or not the fraction occurs at the close of the day. The following table shows examples for determining the number of days for which pay can be allowed when leave without pay is involved.

Number of days in calendar month	Period of employment	Fraction of monthly salary on which payment is to be computed
28	1st to 28th.....	30/30ths.
28	1st to 28th except 28th.....	27/30ths.
28	1st to 28th except last half of 28th.....	27.5/30ths.
28	1st to 28th except first half of 28th.....	29.5/30ths.
28	1st to 28th except 26th to 28th.....	25/30ths.
28	1st to 28th except 25th.....	29/30ths.
28	1st to 28th except 25th and 28th.....	26/30ths.
28	2d to 25th except 10th and 11th.....	22/30ths.
29	1st to 29th.....	30/30ths.
29	1st to 29th except 29th.....	28/30ths.
29	1st to 29th except last half of 29th.....	28.5/30ths.
29	1st to 29th except first half of 29th.....	29.5/30ths.
29	1st to 29th except 26th to 29th.....	25/30ths.
29	1st to 29th except 25th.....	29/30ths.
29	1st to 29th except 25th and 29th.....	27/30ths.
29	2d to 25th except 10th and 11th.....	22/30ths.
30	1st to 30th.....	30/30ths.
30	1st to 30th except 30th.....	29/30ths.
30	1st to 30th except 26th to 30th.....	25/30ths.
30	1st to 30th except 25th.....	29/30ths.
30	1st to 30th except 25th and 30th.....	28/30ths.
30	2d to 25th except 10th and 11th.....	22/30ths.
31	1st to 31st.....	30/30ths.
31	1st to 31st except 31st.....	29/30ths.
31	1st to 31st except 26th to 31st.....	25/30ths.
31	1st to 31st except 25th.....	29/30ths.
31	1st to 31st except 25th and 31st.....	28/30ths.
31	1st to 31st LWOP 1/2 of 31st.....	29.5/30ths.
31	1st to 31st except first half of 30th and all 31st.....	28.5/30ths.
31	1st to 31st except last half of 30th and all 31st.....	29.5/30ths.
31	2d to 25th except 10th and 11th.....	22/30ths.
31	21st to 30th services terminated.....	10/30ths.
31	21st to 31st except 31st.....	9/30ths.

* Amdt. No. 284, effective July 16, 1930.
October, 1931.

^a In preparing monthly pay rolls of per annum employees the names will be arranged according to the following grouping: (1) By appropriations, (2) alphabetically within the appropriation. The title, grade number, and salary rate must be shown for each employee. If there is more than one appropriation, the list of members under each appropriation will be headed by the General Accounting Office appropriation symbol and when practicable appropriation groups will be separated by leaving a blank space after each group. Employees paid from two or more appropriations will not be entered under each appropriation involved, but will be listed alphabetically in a mixed appropriation group. For each employee in this group the amount chargeable to each appropriation will be stated in a subcolumn in the "Name, designation, and annual salary" column, opposite the name of the employee concerned, each item bearing the proper appropriation symbol and being arranged so that the total may be readily computed and carried to the "Gross amount earned" column.

In case of any change in appointment status, the effective date of the appointment, promotion, separation, furlough, or other change will be shown in the "Remarks" column. Leave without pay, showing the period, will also be noted in this column.

Final settlement of salary of persons in any way responsible for public property, unused scrip, transportation requests, identification cards, or who are in arrears to the United States on account of travel advances or for any other reason, will not be made until all such property, etc., has been satisfactorily accounted for or arrears paid.^a Form 30, "Final payment report," completely filled out and initialed in accordance with the instructions thereon, will accompany each voucher on which final payment is made to a regular appointee who is separated, furloughed, granted leave without pay, or transferred to another region or bureau. In the case of persons not under appointment, certification of the pay voucher by the supervisor or other responsible officer will be considered as evidence that satisfactory settlement for property, etc., has been made unless there is attached a request that part of the amount due as wages be withheld to cover the indebtedness, or a memorandum showing that complete settlement has not been affected.

Pay rolls will be approved in the gross amount chargeable to the appropriations, which amount will frequently differ from the gross amount earned. The amount for which approved will include the sum of the net amount paid to employees plus deductions for the retirement fund and deductions for any miscellaneous indebtedness offset against salaries or wages, such as the value of property unaccounted for, value of excess travel, etc. It will not include deductions for allowances in kind, such as quarters, nor deductions on account of commissary furnished to employees.

^a Amdt. No. 319, effective September 25, 1931.

Where temporary employees, not under formal appointment, are entered on pay rolls, the forest authorization number and date should be shown. The kind of work performed—that is, trail, planting, brush burning, etc.—should be indicated in the "Remarks" column.

The services of temporary employees hired at an hourly, daily, weekly, or monthly rate should be vouchered on Form 2. Care should be observed in listing the names, which must be entered in alphabetical order, the Christian name or initial first, followed by the middle initial and surname. A temporary employee's name should always be written the same on all pay rolls. Abbreviations of name and nicknames should be avoided. It is particularly important that care be taken to give the complete and correct address. The employment of a man with team is considered as personal service and may be stated on Form 2.

When cooks or skilled laborers, such as carpenters, blacksmiths, etc., are employed their titles should be given. This information is necessary in connection with reports which the service is required to furnish annually to the Civil Service Commission. The character of the work performed should be shown in the "Remarks" column.

Temporary laborers must not be regularly employed for more than 8 hours in any calendar day, except under emergency conditions, and in such cases an exigency statement explaining the emergency is required to accompany the voucher. Fighting forest fires is self-explanatory and no statement is required.

The original only of pay rolls, Forms 1013, 1013d, and 2, will be submitted to the district fiscal agent; a copy will be retained in the office of origin.

Do not use Form 2 for vouching the services of one person only; Form 1013d should be used for that purpose when the salary is on a per annum basis and Form 3 should be used in vouchering services of an individual hired at an hourly, daily, weekly, or monthly rate, or individual with team.

The same general instructions which apply to Form 2 should be observed in preparing Form 3. Where the service is rendered under the immediate personal supervision of some administrative officer and so certified by him, it is not necessary for the voucher to be signed by the payee.

Each claim for personal services outstanding more than three full fiscal years and forwarded to the General Accounting Office for settlement and certification to Congress should be stated on Form 3 voucher, and the voucher signed by the claimant.

Vouchers covering sums due to deceased employees should be stated in favor of the (1) legal representative, (2) executor, where one is named, or (3) administrator, where letters of administration are issued, etc. In every case the voucher should be accompanied by application on standard Form 1055, executed by the duly authorized claimant. The district fiscal agent will schedule such vouchers to the General Accounting Office for settlement.¹²⁵

Forms 1012-1012c.

This form is provided for submitting claims for reimbursement for traveling, station, and field expenses, for per diem, and auto mileage. Payments from personal funds for supplies and services, for which reimbursement will be claimed, should not be made except when the supplies and services could not be secured without the payment of cash or when the amount involved is less than \$1. When such expenditures become necessary the occasion therefor must be given.

All reimbursement accounts must show the official headquarters of the person submitting same, hour of departure from and arrival at official headquarters, the period covered by the account, and the letter of authorization under which the expense was incurred or travel performed. Where the official headquarters are at a ranger station, this should appear in the voucher instead of the post-office address, unless the ranger station is located in a town.

Travel expenditures should be stated in chronological order and with reference by numbers to the accompanying subvouchers; station expenditures should be separated from travel items and entered either first or last, preferably last; charges covering the use of personally owned automobiles or motor cycles for travel on a mileage basis will also be entered at the end of reimbursement vouchers, the detail travel being itemized on Form 72.

Items suspended for explanation should be included in the first voucher submitted after the receipt of notice of suspension. Suspended items occurring in the last month of a fiscal year or when no further travel accounts are anticipated may be stated in a separate account which need not be sworn to.

^a Reimbursement accounts, consisting in whole or in part of actual expenses, must be sworn to before a duly authorized officer, but charges for fees paid for administering oaths can not be reimbursed. Under the law (act of August 24, 1912, 37 Stat. 487), supervisors, acting supervisors, postmasters, assistant postmasters, and principal clerks and chiefs of field parties on all forests are authorized and directed to administer oaths to expense accounts without charge. Directors and acting directors of experiment stations may administer these oaths under the title of chief (or acting chief) of field party. Principal clerks of experiment stations are not authorized by law to administer the oaths. When an account is sworn to before an assistant postmaster, acting forest supervisor, etc., the individual before whom it was sworn should sign his own name over his own title.

If impracticable to swear to expense accounts by reason of remoteness from officials authorized to administer oaths, a certificate on honor, signed and dated, in the following form should accompany the account.

"I certify on honor that I am located ----- miles from the nearest officer authorized to administer oaths to accounts for travel, etc.; that the condition of my work will not permit of my absence in order to execute an oath to this account, and that the expense incident to the trip would not justify the same.

(Sig.) -----

(Title)"

This certificate in lieu of notary is in addition to the statement on the voucher that the account is true and just in all respects and that payment has not been received. Both statements should be signed by the forest officer.

Transportation requests issued during the period covered by an expense account for railroad or steamboat tickets, Pullman accommodations, scrip books, stage fares, etc., should be listed on the back of the voucher. If no requests were issued this should be stated.

Where claim for reimbursement is made for the purchase of nonexpendable or semiexpendable equipment a Form 939 should accompany the account. If in doubt as to the classification of the equipment, Form 939 should be submitted.

In accounts for per diem allowance, the day and hour of beginning and ending travel must be clearly stated. If expenses other than per diem are included in the account, they should be stated separately and in chronological order as the first or last items of the account. This provision is not to be given literal application when subsistence expenses on a trip are charged alternately on the per diem and actual expense basis as is occasionally the case on pack trips.

^a Amdt. No. 208, effective Oct. 14, 1929.

^a When per diem periods are broken by temporary stops at Government-subsisted camps the date and hour of arrival at and departure from such camps should be given.

For trips of a day or more per diem at the rate of \$1.20 per day may be allowed any forest officer in travel status when carrying his own food supplies, whether bought as needed or taken from personal larder. This does not prohibit the purchase of provisions for a field trip to be settled on Form 1034, when this method is more advantageous, but cross reference to such 1034 vouchers should appear in the expense accounts. Reimbursement can be made for the cost of meals and lodging taken on a pack trip, but both Government-bought supplies and per diem can not be used interchangeably during the same period. Claims including both reimbursement and per diem on the same day should be stated as follows:

July 1.	Left official station at 8 a. m.	
	Per diem, $\frac{3}{4}$ day-----	\$0. 90
July 3.	Per diem, July 2 and 3, two days-----	2. 40
July 4.	Supper and lodging, Elkhorn Ranch, Subv. 1-----	1. 00
	Per diem 1 day, less actual expense, $\frac{1}{2}$ day-----	. 60
July 5.	Breakfast, Elkhorn Ranch-----	. 50
	Per diem, 1 day, less actual expense, $\frac{1}{4}$ day-----	. 90
July 6.	Per diem, $\frac{3}{4}$ day-----	. 90
	Returned to official station 5 p. m.	

For trips of less than a day claims for reimbursement of subsistence expenses must be submitted on the actual expense basis.

Pack trip per diem for use of personally owned bed will not be allowed when claim for meals is on an actual expense basis.

Accounts consisting entirely of claims for per diem allowance in lieu of subsistence need not be sworn to.

Forest officers should retain the original "Memorandum of expense book," in which the items of expense are noted as incurred and from which the Form 1012 (reimbursement voucher) is prepared. These memoranda should be filed with the office copy of the expense voucher or appropriate cross reference to the record made on the file copy of the voucher.

Accounts submitted to regional fiscal agents for payment by officers attached to the Washington office or from other regions should show (1) the voucher number and date of payment of last preceding account, (2) the name of the paying officer, and (3) the last item of subsistence and laundry included therein.

When the traveler has an advance of travel funds, his expense vouchers must be sent for payment to the disbursing officer who made the advance.

Forms 1034, 1034a, 1035, and 1035a.

All accounts for rent, supplies, and services other than personal, rendered by any person or persons or by a firm or corporation, should be stated on Form 1034 voucher in the name of the individual, firm, or corporation, to whom payment is legally due.

Detailed itemization of vouchers is unnecessary when accompanied by invoice duly certified by payee reading "I certify that the above bill is correct and just, and that payment therefor has not been received," or words to that effect. It is also unnecessary in such cases for the payee to sign the claimant's certificate on the voucher.

Vouchers covering purchases of supplies or equipment from forest officers should be accompanied by a statement of facts in accordance with paragraph 227 of the property regulations of the department.

^aAmdt. No. 320, effective September 25, 1931.

Vouchers covering reimbursement for privately owned property lost, damaged, or destroyed in official use (see Regulation A-5) will be accompanied by the statement outlined under "Special claims, reimbursement for loss, damage or destruction of hired equipment" and will be governed by the instructions under that subject.

All bids (accepted and rejected), contracts, exigency statements, certificates required by law or regulation and explanations should accompany the accounts when submitted for payment, except in cases where earlier submission of bids and contracts is required. When bids are involved it will be necessary to show the number of bids requested and to make affirmative statement that the lowest bid as to price was accepted, or if otherwise, the reasons for accepting other than the lowest. If less than three dealers were requested to submit bids, an explanation will be required.

When there is no written agreement the method of or absence of advertising must be stated on the voucher. This information will be shown in the certificate on the front by inserting in the space provided therefor the advertising symbol number representing the method employed. For vouchers under the General Supply Committee schedule method No. 1 will be quoted. On the back of vouchers for ordinary purchases under \$50 without advertising the words "Paragraph 66, fiscal regulations" should be written or stamped in the blank space for method No. 4. No notations will be made on the back of vouchers covering purchases under the General Supply Committee schedule, but such vouchers must show on the face under "Articles or services" the schedule item numbers and subnumbers involved.

Purchases under more than one agreement or under different conditions as to method or absence of advertising must not be included on the same voucher. Purchases from the same firm under two or more bids (whether written or in urgent cases gotten by telephone) require a separate voucher for the purchases under each. Several purchases under general supply schedules may be vouchered together; similarly, a number of separate purchases without advertising may be included in a single voucher. Merchants should be encouraged to submit separate invoices under each bid and to invoice open market purchases separately from bid or formal contract purchases.

Vouchers covering purchases or services under a written agreement whether formal or informal (such as bids on Form 33) will not give the method of advertising, this being shown on Form 1036, statement and certificate of award.

Vouchers for which written agreements are numbered will refer to the agreement by number and date; vouchers covered by unnumbered agreements will be accompanied by the agreement and Form 1036.

Purchase orders will not accompany vouchers when submitted to the regional fiscal agent unless they contain the claimant's certificate or are otherwise necessary to effect payment. These orders confirm both written and verbal agreements but do not constitute the agreement, nor form a part thereof.

The administrative certificate on the front of Form 1034 is a receiving certificate. Usually, when the contracting officer who signs the Form 1036 is also the receiving officer, he will sign the certificate on Form 1034, but it is not essential that the two be signed by the same officer.

Administrative explanations should be submitted in letter or memorandum form. Statements, certificates, etc., required by law or the fiscal regulations may be typed on the face of the voucher where space permits, and should invariably be signed; such statements should be restricted to matter necessary for the information of the General Accounting Office in the audit and settlement of the account.

Form 1034 vouchers will be used by forest officers in a travel status for lodging, meals, or the purchase of provisions only when authorized by regulation or in cases of real necessity. Under ordinary circumstances such expenditures will be paid in cash and included in Form 1012 vouchers.

When services other than personal are contracted for at a per diem rate overtime can not be allowed, unless the contract specifies the number of hours which will constitute a day's work. Ordinarily, if it is locally customary to allow overtime for more than eight hours' work for hire of men, team and wagon, etc., and it is anticipated that overtime will occasionally be required for the proper handling of the work, the contract of hire should be at a per hour rate.

Telephone service vouchers should ordinarily include official charges and tolls only, but when unofficial calls are charged to telephone subscribed for by the Government and included in the toll statement to the Forest Service, they will not be deleted from the statement; the amount of such charges will be remitted to the fiscal office for deposit to checking credit as special deposits before the voucher is submitted for payment. A Government check will be drawn for the full amount due, both official and unofficial. So far as practicable, personal calls should be charged to telephones other than those subscribed for by the Government; when that is not practicable, they will be (1) invoiced separately from official calls by the telephone company and paid locally from private funds, (2) paid for from private funds prior to preparation of the statement to the Forest Service so that they will be omitted from the invoice of official calls, or (3) included in the same invoice with official calls and the cost remitted to the fiscal office prior to submission of voucher for payment.

Forms 1049-1050.^a

Refunds of excess deposits, involving the forest reserve fund, the cooperative fund or special deposits will be stated on Form 1049 vouchers (memorandum copy Form 1050). The total amount deposited will be shown in detail by date, certificate number, and amount of each deposit. Refunds from cooperative funds will be treated as disbursements from the appropriation "Cooperative work, Forest Service."

Forms 1053-1054.

Form 1054 should be used for preparing accounts for advertising.

Blanket authority has been granted by the Secretary of Agriculture to publish advertisements in such newspapers as will best serve the needs of the service.

In the cases of timber sale advertisement always specify in the blank space provided on Form 1053 that the advertisement must be charged for at a rate or rates per inch per single or double column.^a

With the first voucher submitted in favor of any newspaper a sworn statement of rates, line, and space, on Form 1052, will be attached. Thereafter no further sworn statements are necessary until (1) publisher or name of paper changes, or (2) there is a change in rates.

Memorandum Transportation Request Stubs, Freight and Express Bills of Lading.

These papers are not vouchers in themselves, but are records which are employed as evidencing the rendition of service and are used in the audit of the vouchers received from the transportation companies. As such evidence they come within the voucher regulations and should be recorded and forwarded as promptly as any of the regular voucher expenditure forms in use. Failure to forward promptly will delay payment to the transportation companies just as much as failure to voucher and forward a merchant's bill delays issuance of the check in payment.

It is urged that particular attention be given by the supervisor's office to forwarding promptly to the regional fiscal agent all memorandum bills of lading covering freight and express shipments. Some system of follow-up should be put into effect to insure prompt handling of such papers.

^aAmdt. No. 321, effective September 25, 1931.

CORRECTION ON PAY VOUCHERS OF ERRORS IN PREVIOUS SALARY PAYMENTS

Errors in pay vouchers may be corrected on subsequent vouchers (1) when the employee is still in the service and (2) when an employee no longer in the service is found to have been underpaid. A statement explaining the correction should accompany the correction voucher and show the voucher number and date of payment of the original transaction.

1. (a) Where error is in gross amount, increase or decrease on the next pay roll the gross amount earned by the amount of the error in the prior roll. If the employee is subject to retirement, the retirement in the correction roll will be computed on the increased or decreased gross amount. Where the erroneous and correction rolls are paid from different appropriations adjustment between appropriations is necessary. If the error is one of underpayment, the proper amount of the correction roll will be charged to the fund applicable to the previous erroneous payments. Where the error is one of overpayment an adjustment voucher will be prepared crediting the appropriation from which overpayment was made and debiting the appropriation from which the correction roll is paid.

(b) Where error is in retirement deduction, increase or decrease on the next pay roll the amount in the retirement deduction column. This method can be followed regardless of whether the correction roll is paid from the same appropriation as the erroneous roll. No adjustment between appropriations on account of retirement corrections is necessary where different funds are involved. Where the correction is one reimbursing a member not subject to retirement for a retirement deduction erroneously made, the entry in the retirement column will be a minus amount and have the effect of increasing the "Net amount paid" column.

(c) Where error is in miscellaneous deductions, increase or decrease on next roll the amount in the "Other deductions" column. In these corrections if the erroneous roll and correction roll are paid from different appropriations, adjustment between appropriations will be necessary.

2. Where former employee was underpaid, state a voucher for the correct amount and deduct the payment previously made, certifying the voucher for the difference. If the gross amount of the previous voucher was correct, but the error was in deducting retirement from an employee not subject thereto, state a voucher on Form 1013d showing nothing in the gross column, the amount of the erroneous deduction as a minus entry in the "Retirement" column, and the same amount as a plus entry in the "Net paid" column.

VOUCHERS PAYABLE TO REPRESENTATIVES OF PERSONS DECEASED OR ADJUDGED INCOMPETENT

Vouchers covering sums due deceased employees or other individual creditors in cases where there is no executor and letters of administration are not required under State law, should be stated in favor of the person, persons, or firm claiming the right thereto and scheduled to the General Accounting Office, claims division, for direct settlement, accompanied by G. A. O. Form 1055 properly executed.

Vouchers payable to executors or administrators of estates of deceased employees or other individual creditors or to guardians of persons adjudged incompetent (except under a lease or contract executed by such administrator or other legal representative) will also be scheduled for direct settlement. The first voucher should be supported by Form 1055 and the applicable court certificate required by the instructions on that form; subsequent vouchers will bear a cross reference to the voucher with which the Form 1055 was forwarded. Vouchers arising from leases or other written contracts executed by the administrator or executor of an estate or by the guardian or committee appointed for an incompetent need not be submitted for direct settlement, but the lease or contract when sent to the General Accounting Office should be accompanied (1) by a certificate of letters of administration, of letters testamentary or of appointment as guardian or committee, or (2) if such certificate has been forwarded in connection with a voucher, by a statement citing the voucher with which filed and showing that the representative is continuing to act with the approval of the court.

Certificates of letters of administration, etc., whether submitted with contract instruments or with Form 1055 should show that the letters or appointments are in full force and effect; vouchers subsequently paid or submitted to the General Accounting Office for settlement will bear a statement, signed by the officer approving the voucher, to the effect that the administrator or other representative is continuing to act with the approval of the court in the administration of the estate.

If the indebtedness arises from a contract filed in the General Accounting Office, the contract number will be noted on the Form 1055, letters testamentary, and other such instruments to identify them with the related contract.

SUBMISSION OF VOUCHERS

Current Rendition.

Accounts of all classes should be submitted promptly. This is not only desirable from the standpoint of being in a position to determine the exact financial condition at any given time, but it is a good business practice, for when merchants and others realize that they can depend upon prompt payment it tends toward the securing of better prices and service. There is no objection to submitting accounts for rent, water service, etc., quarterly. Merchants' and dealers' accounts should ordinarily be submitted monthly, and reimbursement accounts should also be submitted monthly, or more frequently in emergencies, unless the amount involved is less than \$5, when they may be submitted quarterly.

Close of Fiscal Year.

It is particularly necessary that accounts at the close of the fiscal year be submitted to the regional fiscal agent for payment as promptly after June 30 as possible, and effort should be made to have them all in by July 31 at the latest.

Vouchers payable from continuing funds should reach the regional fiscal agent not later than June 25 and may be required earlier if deemed administratively desirable by the regional forester. Any continuing fund vouchers (or the continuing fund portion of mixed vouchers) which are not forwarded in time to reach the regional office by June 25, or the final date fixed by the regional forester, will be taken up in the succeeding year's accounts on the forest records.

GASOLINE TAX OF STATES

Practically all States have imposed a tax on gasoline. If tax on gasoline, oil, etc., is to be paid by the consumer, or if purchase is from a dealer who pays the tax direct to the State, the Government is exempt and payment of same should not be made in connection with purchases for Government owned or operated vehicles. When the purchase price does not include State tax purchase vouchers, Form 1034 will bear a notation to that effect. Expense vouchers including charges for cash purchases without tax will ordinarily be accompanied by standard Form 1066, which serves as a subvoucher for a purchase without tax and evidences exclusion of tax from the price; or if tax is excluded without use of standard Forms 44 and 1066 (as where local exemption forms are required to be used) the subvoucher taken will show that no tax is included.

In States where tax collectible from the dealer is paid by a previous vendor, being indirectly paid by the retail dealer in his purchase price and likewise included in his sale price, the Government may properly pay the tax unless the State, by law or regulation, relieves the Federal Government from the tax. In tax-exempt States, should a dealer insist on collection of the tax, subvouchers for cash purchases will be taken in duplicate. See "Exemption from State motor fuel tax."

BUILDING CERTIFICATE

Each voucher which contains an item of building material or of temporary labor on a building, water supply, or sanitary system, should show whether the expenditure is for the maintenance, construction, alteration, or betterment of a building, water supply, or sanitary system; if for construction, alteration, or betterment of such improvements, a signed certificate should appear on the voucher, using the rubber stamp provided for the purpose, reading as follows:

This voucher includes expenditures entering into cost of construction, alteration, or improvement of either a building, water supply, or sanitary system, on the national forest under my supervision, and I hereby certify that the total cost of such building, or water supply, and sanitary system, to date, as shown by the office records, including this voucher, is not in excess of the statutory limit.

-----,
Forest Supervisor.

PARCEL POSTAGE ^a

Postage must be paid on official mail matter weighing over 4 pounds, and claim for reimbursement made. Employees should not make a division of heavier shipments into parcels of less than 4 pounds to avoid payment of postage.

When merchants in filling Government orders f. o. b. point of shipment or returning repaired equipment ship by insured parcel post, both parcel post and insurance charges may be allowed. Official shipments by parcel post may also be insured when the value of the shipment justifies, and reimbursement for insurance fees on such shipments will be allowed in Form 1012 vouchers.

REGISTRY STAMPS ¹⁶⁵

Stamps for the registration of official mail should ordinarily be purchased in quantities sufficient to avoid constant purchases, using either Form 1012 or 1034 vouchers to effect settlement. Such vouchers should be indorsed "Stamps for use in mailing important official documents."

FILE OF VOUCHERS

All vouchers will be filed alphabetically in the current file except Forms 2, 3, 1013b, 1013c, 1013e, memorandum bills of lading, and memoranda covering transportation requests. Forms 2, 3, 1013b, 1013c, and 1013e will be filed numerically by certificate numbers behind a guide marked "Personal service vouchers"; memorandum bills of lading will be filed numerically by B/L numbers behind a guide marked "Memorandum bills of lading"; transportation request memoranda will be filed numerically by transportation request numbers behind a guide marked "Transportation requests." The same filing arrangement will be continued when the records are removed to the closed files at the end of the fiscal year.

^aYellow copies of 1034 vouchers, memorandum bills of lading, and yellow memoranda covering transportation requests will be retained in the voucher file in supervisors' offices. The memoranda representing 1034 vouchers will be mailed to the field officers in all cases where field suballotments are involved. The yellow memorandum covering bills of lading will be destroyed upon receipt of the original memorandum B/L from the district fiscal agent. The yellow memoranda for transportation requests will form a permanent part of the voucher file.

All papers pertaining to a voucher, including the invoices, duplicate purchase orders, copies of bids, copies of exigency statements, etc., should be securely attached to the retained copy of the voucher.

^aAmdt. No. 93, effective Jan. 1, 1928.

The retained voucher should be as nearly as possible an exact copy of the original account submitted for payment. The name of the certifying officer should be shown by rubber stamp and all rubber-stamp impressions or certificates made on the original should appear on the retained copy.

FILE OF FORM 79a

Form 79a will be filed by certificate numbers upon return to the supervisor's office in all cases.

TIME SLIPS

Time slips should be prepared for all temporary employees who do not submit service reports (Form 26) and for team hire, and will be certified by the officer having immediate supervision of the work performed; the certification of a temporary employee to his own services is not acceptable. The question as to whether a temporary employee shall sign the time slip before certification for payment by the officer in charge is one of district policy.

PURCHASE ORDERS

Purchase order forms should be used in all cases of purchases, except where such use is wholly impracticable by reason of emergency conditions or otherwise. Standard Forms 877, 942, and 942-S are provided for this purpose. Consistent employment of these forms expedites the submission of vouchers, affords a check against duplicate payment, provides accurate liability data, and facilitates preparation of the quarterly financial reports. (Form 44.)

CHECKS AGAINST DUPLICATE CERTIFICATION

When pay rolls and individual-service vouchers are prepared the certificate number assigned the account should be indorsed on the time slips and the time slips filed in an alphabetical file by calendar years. This will give a complete and accessible record of temporary services. When time slips are received they will be checked against this file before preparation of service vouchers to prevent duplicate payments.

^a Forms 1012, 1034, and other vouchers, not supported by time slips, will be checked against the alphabetical file of vouchers previously submitted before certification to prevent duplicate payments.

The officer certifying vouchers will be held strictly accountable for duplicate payments.

MISCELLANEOUS PROVISIONS ¹⁶⁵

^b Each voucher, pay roll, memorandum bill of lading, and memorandum transportation request will be given a certificate number and must be accompanied by Forms 79a and 79b when forwarded to the district fiscal agent for payment. Certificate numbers will run consecutively, beginning with No. 1 each fiscal year. The unit certificate number must appear on both Forms 79a and 79b.

No member below the grade of forest examiner, deputy supervisor, or executive assistant should certify vouchers unless specifically authorized by the district forester. The certifying officer should always have first-hand knowledge of the correctness of the account or have supporting data at hand. Certification of vouchers will not be performed perfunctorily under any circumstances; nor will rubber-stamp certificates or special certifications in other forms be affixed without proper basis for so doing.

^aAmdt. No. 94, effective Jan. 1, 1928.

^bAmdt. No. 209, effective Oct. 17, 1929.

Accounts payable from more than one appropriation must show (1) the separate items charged to each or (2) the percentage basis of division of the voucher as a whole. Method numbered 1 will ordinarily be employed; method 2 has application only to supply vouchers covering joint purchases for two or more projects financed from different appropriations.

All vouchers should be typewritten when practicable, otherwise ink or indelible pencil should be used. Ordinary lead pencil is not satisfactory.

Ordinarily, vouchers should be prepared in the supervisors' offices. Rangers will prepare vouchers only in emergency cases, or where special local conditions make it desirable.

Signatures of payees to vouchers and subvouchers will be in ink or indelible pencil, and must not be signed in blank, or without the items and amounts written in.

In wording vouchers, local trade abbreviations in regard to description and quantity of the articles purchased should be avoided. Only the standard terms should be used.

Merchants' invoices may be attached to Form 1034 vouchers in lieu of typing and signing the 1034 vouchers, provided such invoice is typed, that a duplicate is available for filing, and that the following or a similar certificate, signed by the merchant or his authorized representative appears on the invoice:

"Certified correct and just; payment not received.

(Signature)

(Title)"

^aThis practice will be used in cases involving long lists of supplies which consume considerable time in typing, in the case of large firms accustomed to employing the practice generally, and in all other cases when time may be saved thereby and payment expedited.

PAYMENT OF SUPPLIES PURCHASED IN BULK

OGDEN SUPPLY DEPOT ^b

When supplies are purchased by the supply depot for direct delivery to one or more units of the service, the Form 939 received from the depot should be dated, signed, and returned upon receipt of the goods. When such receipts reach the supply depot the account will be passed for payment. Failure promptly to return the signed Form 939 causes delay in making payments and results in unnecessary correspondence with dealers and field officers.

Charges on account of purchases made by the supply depot for direct delivery will be included by the depot in the monthly Forms 79a for the units for which the purchases are made.

DISTRICT OFFICES

When supplies are purchased by district offices for forests, the forest will acknowledge receipt of the goods and submit Forms 79a and 79b in the manner required by the district forester.

Preparation of Vouchers.

To prevent duplication of payment, in no case will vouchers covering purchases made by the Ogden supply depot or district offices, regardless of the unit having control of the funds affected, be prepared and submitted for payment by other offices.

^aAmdt. No. 94, effective Jan. 1, 1928.

^bAmdt. No. 210, effective Oct. 14, 1929.

DISCOUNTS

It is important that the Government receive the full benefit of all offers of discounts for payment within specified periods, and to this end accounts should be submitted with sufficient promptness to permit of payment by the date specified. Forms circulated for the submission of bids for material and supplies should contain the following clause: "A discount of — will be allowed for payment within — days after receipt of goods." The word "Discount" should be stamped or written conspicuously on the Form 79a as an aid to the district fiscal agent.

Discounts will not be taken when payment is made after the specified time period has expired, unless authorized in writing by the merchant.¹²⁸

^aThe Comptroller General has held that the deduction of discounts under written agreements by the Government to purchase supplies is authorized only when the vendor makes an express offer of such discounts in his bid or agreement, and a mere statement as to the discounts, shown on the printed commercial bill of the vendor submitted for payment is not to be regarded as such an express offer. Discounts stated on billheads should be taken on purchases made in the open market without special price quotations.

Report.

Periodically the Bureau of the Budget requires a report on discounts offered, taken, and lost. District fiscal agents should utilize the voucher register (Form 19a) for currently assembling the necessary data for this report, using the narrow column on the extreme right or left for the purpose. Discounts taken will be recorded in black ink and discounts lost in red ink, the sum of the black and red figures representing discounts offered.

^aAmdt. No. 211, effective Oct. 14, 1929.

DISTRICT OFFICE

Vouchers covering district office expenditures will be prepared by the section concerned or by the chief of maintenance, according to the organization of the district.

The district office pay roll will be prepared in duplicate in the office of finance and accounts.

A register of district office vouchers received for payment, other than those for which copies are retained in the office of origin, will be kept in the district fiscal agent's office, using card Form 260 for the purpose, the cards being filed alphabetically by name of payee. Upon receipt of the vouchers the description, amount, date of receipt, period covered, and address to which check is to be mailed will be entered. If the voucher is returned for correction or sent to another district fiscal agent for payment, the date of action and reason will be entered.

After payment the vouchers must be kept in a safe vault, since they constitute the district fiscal agent's primary evidence of expenditure. Paid vouchers will not be loaned to the field or other offices for any purpose.

Paid vouchers for the first month of each quarter will be forwarded by the district fiscal agent direct to the General Accounting Office not later than the end of the second month of the quarter. Vouchers for the second month of each quarter will be similarly forwarded not later than the end of the third month of the quarter, and those for the third month of each quarter will be forwarded not later than the end of the first month of the succeeding quarter. The vouchers should be accompanied by those sections of the schedules of disbursements that pertain thereto and with a summary on Form 1025 of the disbursements for each bureau by major appropriations for the period concerned. They should also be accompanied by a schedule of collections for the month for each of the miscellaneous receipt funds to the credit of which deposits have been made. Each of these schedules should include subtotals for the month. The vouchers should also be accompanied by a list of repayments deposited to official and personal credit during the month and of canceled checks. It is important that the vouchers be carefully boxed and plainly addressed. A printed address tag (Form 624) giving inclusive voucher numbers should be affixed to each package of vouchers. The box should be forwarded by express on Government bill of lading.¹⁶⁵

Paid vouchers received from temporary special disbursing agents will, after record, be placed in the safe and forwarded to the General Accounting Office through the Forester at the close of the quarter. The vouchers should be kept separate from those of the district fiscal agent.

Cash vouchers paid by the special deputy fiscal agents will, after being numbered and entered upon the records of the district office of finance and accounts, be filed in the safe with the paid vouchers of the district fiscal agent, they forming a part of the district fiscal agent's disbursing account.

Forms ~~9, 15, and 18~~, 1067 and 1068.

These forms are submitted directly to the district fiscal agent concerned by the railroad, steamship, express, and stage companies, accompanied by the originals of Government bills of lading and transportation requests. The forms will not be used by forest officers.

Forms 382 and 474.^a

These forms should be used in preparing accounts for reimbursement of expenditures by States under "Forest-fire cooperation" and "Cooperative distribution of forest-planting stock."

^aAmdt. No. 95, effective Jan. 1, 1928.

Vouchers Covering Retirement Fund Collections.

When collections are made on account of the retirement fund, a dummy voucher will be prepared at the end of the month on Form 1034, including (1) amounts deposited for the credit of the retirement fund on account of salary paid by cooperators and (2) collections from persons no longer being paid by the district fiscal agent to cover deductions omitted from salary payments. The voucher will show as to (1) the name, period, rate of Federal salary, and amount deposited; for (2) the name, period, rate of salary, amount, and reference to the voucher or vouchers from which the deduction should have been made. The voucher will be signed by the district fiscal agent and numbered in the regular series. Such vouchers and the covering schedule will be forwarded with the account current as provided under "Schedule of disbursements."

WASHINGTON OFFICE

Unpaid vouchers received by the Washington office, except district freight accounts, will be recorded upon Form 260, and after audit and approval will be scheduled and forwarded to the disbursing clerk of the department for settlement. District 7 vouchers will be handled by the district fiscal agent of district 7 in a similar manner, except that only the district office accounts will be recorded on the 260 cards.

ADVANCE OF FUNDS FOR TRAVEL ¹²⁸

* The fiscal officers of the Forest Service are authorized to make advances of funds for travel and incidental expenses under the act of June 3, 1926 (44 Stat. 688). The standard record and bond forms adopted generally throughout the Government service will be used and the accounting procedure and administrative policy prescribed observed.

* Amdt. No. 212, effective Oct. 16, 1929.

ADMINISTRATIVE OFFICER AND APPLICANT ^a

Authorized Expenditures.

The act contemplates (1) strictly travel expenditures such as transportation, subsistence and other travel items paid in cash, and (2) cash expenditures necessitated by the travel status. Group 2 includes emergency cash payments covered by paragraph 90 to 94, inclusive, of the Government travel regulations when the services are an incident of the travel. For example, payment of wages to the driver of a special conveyance, a guide, a packer, etc., in connection with travel, may be paid from advanced funds, but payment of wages to a road teamster or a fire fighter could not be made therefrom. Similarly, rental of a typewriter while traveling could be paid while rental of a machine for the office could not.

No cash payment should be made from advanced funds that would not be made were personal funds being used for travel. The same fiscal restrictions, laws, and regulations apply in both cases with equal effect. If an expenditure is one that should ordinarily be submitted on purchase voucher or pay roll, that method will be followed.

Should a forest officer who has an advance find it necessary to make cash payment for wages to a fire-fighter, for station expense, or for any other purpose not connected with his official travel, the officer is without authority to finance the payment from advanced funds. In contingencies of this character a separate reimbursement account is required, which will be given the same treatment as is customary in reimbursing members' expenditures from personal funds.

Amounts.

Advances for travel within the United States or Alaska will be made by the district fiscal agent upon approval of the district forester in amounts ranging from \$50 under retirement security and \$100 under bond security to a total of \$1,000. In unusual cases, such as foreign travel, the maximum limit may be raised to \$2,000 upon approval of the director of personnel and business administration. Advances must be limited to the amount actually necessary for official travel expenditures and incidental items of expense.

In arriving at the amount needed, monthly rendition of expense accounts should be presupposed, and (if the retirement deduction or bond are ample) the advance approval should be in sufficient amount so that reimbursement accounts for periods of less than a month will be unnecessary. This will, as a rule, require advances slightly in excess of a month's expenditure to allow for the preparation, transmission, and settlement of vouchers.

When the travel for which an advance is made is completed the balance should be promptly repaid.

Advances for minor travel requiring small outlays should be discouraged.

^aAmdt. No. 213, effective Oct. 16, 1929.

Uses.

Use of funds advanced is strictly confined to expenditures for the official purposes for which furnished, no application whatever to personal use being permitted.. An officer to whom an advance is made must be in position at all times to immediately refund the balance due the Government when called upon.

The advance of funds privilege is not to be used indiscriminately. Generally it should be confined to employees whose travel time and expense are such as to require the application of a considerable amount of money to travel needs, district foresters being authorized to make exception to this rule in individual cases whenever in their judgment the circumstances justify.

Security.

Advances of funds must invariably be secured, either by assignment of the applicant's retirement deductions or by bond. Since the minimum permitted on retirement security is \$50, no advance without bond can be made to an employee whose retirement deductions amount to less than \$50. In no case shall an advance exceed the total of the employee's accumulated retirement deductions except under bond.

Bonds.

Where bond is provided as security the approved form (No. 19) will be used, the minimum acceptable bond being \$1,000. In cases where advances in excess of that amount are necessary, the bond will be in a multiple of \$1,000, equaling or next above the advance amount.

Bonds will be approved by the district forester after being examined as to form and found sufficient by the Solicitor or an assistant solicitor designated for the purpose. The legal officer should initial the bond, showing also the date of his examination. The sufficiency of individual sureties must be certified by one of the officials named in the instructions on the reverse side of standard bond, Form 19. Liberty or other United States bonds or notes may be deposited as security, and will be handled in accordance with instructions on page 92-D of the Manual. Bonds must be renewed every four years, or oftener if deemed necessary (28 Stat. 808), and must be examined at least once every two years as to the sufficiency of sureties (28 Stat. 807). The legal officer's approval at the time of such examination will be indicated by his initials and date.

A new bond is not necessary for an increase in the amount advanced to an individual, unless the total advance including the increase exceeds the amount of the bond. After an advance is balanced by credited vouchers or by refund, later advances may continue to be made under the same bond subject to the four-year limitation of the life of the bond. For example, if the advance account of an individual is closed in the fall and another advance is required the following spring, the later advance may be made under the same bond.

Bonds will be filed in the office of the district fiscal agent or disbursing officer advancing the funds. On bonds requiring annual premium payments the district fiscal agent will be responsible for seeing that the premium is paid to date before making advances; he will also be responsible for seeing that balances are promptly returned by members allowing their premiums to lapse. To facilitate the work of the district fiscal agent in this respect principals on bonds requiring annual premium payments will promptly forward the premium receipts to the fiscal office, where they will be filed with the related bond.

Application for Advances.

Applications for advances under bond will be made on Form 1038 and under retirement security on Form 1038a, completely filled in, and approved by the district forester. The date and number of the letter of authorization under which a member travels will be shown, whether issued to the individual, or to the officer in charge of the unit to which the individual is assigned, as in the case of a member of a national forest or experiment station traveling under the blanket letter of authorization addressed to the supervisor or director. The date and signature blanks under "Received in cash" will be left blank at time of submitting the application and will be used as a receipt only when the advance is made in cash. This space will be disregarded when advances are made by check.

Should the amount of an advance prove insufficient a second application may be made on Form 1038 or 1038a, whichever is appropriate, showing balance due from previous advance, additional amount applied for, and total. The balance due from previous advance will be the full amount of the previous advance unless reduced by refund or credited voucher—that is, a voucher for which a reimbursement check is not drawn. Increases in the amount advanced to an individual will not be authorized when submission of expense accounts to the fiscal office has been unduly delayed.

Vouchers.

Vouchers will be rendered on the regular reimbursement form (No. 1012) in the usual manner, except that they will be accompanied by an advance account statement on Form 1039, showing, in addition to other required data, whether or not the member has further need for the funds. It is important that accounts be submitted at the end of a trip or at the close of each calendar month if the trip continues for more than one month. If the account is submitted to a fiscal office other than the office from which the advance was obtained, the Form 1039 should show the office making the advance.

This form provides for reference to travel authority. Should it be necessary to make advance to an officer who has only indirect (as through the supervisor or director) travel authorization, the number and date of the general or blanket letter under which he operates should be quoted.

In all cases when the Form 1039 shows no further need for advanced funds, the unexpended balance will be immediately refunded to the district fiscal agent.

On Form 1039 for advances under retirement security the words "bond" at end of second line, and "dated" at beginning of third line, will be struck out and the word "retirement" substituted.

FISCAL OFFICE

Checks.

Upon receipt of a properly executed Form 1038 or 1038a, application for advance of funds, supported by a sufficient bond duly approved, in case of the first mentioned form, the district fiscal agent will draw his official check in favor of the applicant, recording it on the reverse side of the application form. Should an application for increased advance be received and approved the entries under "Advances," the total under "Expenditures credited and refunds," and the "Balance due" will be transferred to the new Form 1038 or 1038a, and the old form placed in the closed file after indicating thereon that transfer of the amounts stated has been made to the later application.

Before issuing his check the district fiscal agent must determine in every case that the advance is properly supported by sufficient bond, or in cases where no bond is given, that the retirement deductions of the individual are sufficient in amount to protect the Government. Advances on a new bond will be delayed until the bond is O. K'd as to form by the designated legal officer and approved by the district forester. The district fiscal agent will be responsible for seeing that bonds in active cases on file in his office are examined for sufficiency of the sureties at least every two years, and that the necessary payments of premiums are promptly made.

Checks covering advances will show "Advance of funds" as the object for which drawn.

The fiscal officer will supply the applicant in all cases with Form 1039 at the time of issuing his official check, and direct his attention by letter to the proper use of the form in connection with the submission of subsequent expense vouchers.

Vouchers.

As vouchers are received, the accompanying Form 1039 will be noted to determine whether the member has further need for the funds. If further need is indicated, check in payment of the voucher will be drawn, and the same procedure followed as for other expense vouchers; in addition appropriate entry will be made on the Form 1038 or 1038a under "Expenditures reimbursed." When the Form 1039 shows that the member has no further need for the advance, no check will be drawn, but the amount in which the voucher is approved for payment will be entered on the reverse side of the application form under "Expenditures credited and refunds"; the district fiscal agent will indicate payment in the space provided on the voucher for check number as "Advance check No. ———, dated ———," using check number and date (or numbers and dates) shown under "Advances" on Forms 1038 or 1038a. In other respects the procedure is the same as for regular expense vouchers.

Should the final voucher under an advance be for an amount greater than the balance due, a check will be drawn in favor of the payee for the difference. The method of settlement will be shown by using, in addition to the printed blanks, a rubber stamp at the bottom of the expense account above the "Check No." line, as follows:

"Account settled as follows:

Advance check No. ———, dated ———, \$ ———."

Refunds.

When the Form 1039 shows that the employee has no further need for the advance, the balance in his possession must be promptly returned to the district fiscal agent. Where refund of surplus funds is not so made the district fiscal agent will make demand therefor.

Individual Record.

Individual records will be maintained on Form 1038 for advances under bond and on Form 1038a for advances under retirement security. The date and signature space under "Received in cash" on the face of the card will be disregarded unless the advance is actually made in cash, in which case the receipt will be required. With the exception of unusual cases advances will be made by check. Record of the advance check or checks drawn to an individual will be recorded on the reverse side under "Advances" and also extended to the "Balance due" column. Usually only one advance entry will be necessary. Checks drawn in payment of approved vouchers will be entered under "Expenditures reimbursed." Vouchers for which reimbursement checks are not issued and refunds of advances will be recorded under "Expenditures credited and refunds." Expense vouchers will be entered in the last-named block only when the accompanying Form 1039 shows that the traveler has no further need for the advance. When an account is closed the columns headed "Advances" and "Expenditures credited and refunds" should balance.

Summary Disbursing Ledger.*

Advances of funds will be posted on accounting Form 12c from Form 77, in the column "Balance, Advances." The totals of the "Balance due" columns on all current Forms 1038 and 1038a should equal the total amount shown in the "Balance-Advances" column at all times. The procedure for handling "Credited vouchers" and "Refunds" is similar to that for special deputy fiscal agent vouchers and refunds except that they will affect the "Advances" columns instead of the "Cash" columns under "Disbursements" and "Balance." Reimbursement vouchers for which checks are drawn will be treated the same as though no advance of funds were involved.

Account Current.

The amount outstanding as advances will be entered in the analysis of balance opposite "Otherwise kept" inserting the words "Travel advances" for appropriate identification.

A schedule of advances in the form prescribed by supplement 1, general regulation 59, will accompany the account current.

Filing.

Forms 1038, 1038a, and 1039 will be filed alphabetically in the office of the regional fiscal agent making the advance, two files being maintained, one for Forms 1038 and 1038a and another for Forms 1039. When a Form 1038 or 1038a is submitted for an increased advance, the previous card will be transferred to a closed file, after bringing forward the necessary data to the new card (see heading "Checks").

Forms 1038 and 1038a closed by refund or credited expense vouchers will be transferred currently to the closed files.

Bonds will be retained in the safe in the office of the regional fiscal agent making the advance.

Receipts for premium payments and receipts of the depositories for United States bonds or notes deposited as security will be filed with the bonds to which they relate.

Separation or Transfer.

Upon separation by death, resignation, retirement, transfer from the region, or otherwise, of an employee having an advance of funds, refund of the amount thereof will be required.

General.

The amount outstanding in advances is not chargeable against the fiscal officer's cash authorization, but is chargeable against his disbursing credit and must be included in his balance on hand when requisitioning disbursing funds.

Failure on the part of the fiscal officer to obtain proper accounting of an advance, or refund, will be promptly reported to the regional forester for appropriate action. In event of inability to effect collection in the case of a member who has left the service the regional fiscal agent will report such fact to the Comptroller General through the forester; he will also withhold payment of final salary and the individual's claim for refund of retirement deductions.

FORESTS AND EXPERIMENT STATION OFFICES

No record need be maintained of advance transactions on the forests or other units, these units recording the Form 1012 vouchers in the usual manner. However, each unit should have a record of its members in possession of advanced funds, in order to insure (1) that Forms 1039 will accompany their expense vouchers and (2) the repayment of advances before certification of final salary voucher upon separation from the service or transfer away from the region. A notation on the individual's travel record will suffice for this purpose.

*Amdt. No. 322, effective September 25, 1931.

October, 1931.

(52-D 44)

EXEMPTION FROM STATE MOTOR-FUEL TAX

Purchases of gasoline, oil, etc., by the Federal Government are not chargeable with State or other local taxes where the tax is collectible (1) from the consumer or (2) direct from the dealer who sells to the Federal Government. If the tax is collected from an agency previously handling the fuel and included in its price to the dealer selling to the Forest Service, the Government is not entitled to the tax exemption unless exemption is granted by local laws or regulations. A wholesaler or importer who pays tax to the State should be required to sell to the Forest Service at a price exclusive of tax, but a retailer buying from such wholesaler or importer at a price that includes tax may sell to the Federal Government also with tax included. Tax exemption will be claimed on Forest Service purchases of gasoline, oil, etc., when tax exempt, in accordance with the procedure herein defined. Tax exemption must not be claimed on gasoline, etc., purchased by forest officers for operation of their privately owned cars at mileage rates but will be claimed on gasoline and oil for an employees' car while operated on actual expense basis and for cars rented with the understanding that the Forest Service will furnish the gasoline and oil.

Purchase from Dealers Who Pay Tax.

In States having a dealer's tax, purchases so far as practicable should be made from dealers who pay tax direct to the tax authorities, in order to obtain exemption from the tax, unless (a) other dealers are willing to reduce their prices by the amount of the tax, or (b) Government purchases are by local law or regulation exempted from tax.

Identification Card.

A standard Form 45 identification card will be issued to each employee authorized to purchase motor fuels. The cards will be serially numbered by units and will be returned for cancellation upon separation, extended absence without pay, or transfer to another unit. Loss of a card should be promptly reported to the issuing office. Regional foresters, the director of the Forest Products Laboratory, forest supervisors, and directors of experiment stations are authorized to issue identification cards. Each issuing officer will maintain a record on Form 19n of cards issued, canceled, and lost.

Certificate of Purchase.

A certificate on standard Form 44 will be issued to the dealer in lieu of payment of tax at the time a cash purchase is made or when purchase voucher Form 1034 is prepared for purchases to be paid for by a disbursing officer. It will not be issued if the dealer insists upon payment of the tax.

Receipt.

Standard Form 1066 will be prepared by carbon process at the same time as the certificate. If cash payment is made, this form will be receipted by the dealer, showing the amount paid, and will accompany the expense voucher, Form 1012, serving as the subvoucher.

When cash payment is not made, the Form 1066 will not be receipted by the dealer, but will be filed with the retained copy of the purchase voucher, Form 1034a.

Record of Exemption Certificates.

Books of certificates and receipts will be procured from the supply depot by regional offices, which will maintain a record on Form 18 of forms supplied to units, showing as to each issue the inclusive numbers of the certificates, name of unit and date supplied. The forest or other unit supplied will record the books received, showing as to each the inclusive certificate numbers, individual to whom issued, date issued, and date of return, with inclusive numbers. The reissue of a returned book or partial book will also be recorded. No record of use of individual certificate numbers is necessary.

Refusal to Accept Exemption Certificate.

When a dealer refuses to accept the tax-exemption certificate, Form 44, in lieu of payment of tax, and tax exemption can not be obtained through the use of State exemption forms or otherwise, the procedure will be as follows:

For cash purchases subvoucher will be taken in duplicate on standard Form 1012d, and will show (1) number of gallons, (2) price paid, (3) the amount of tax included, and (4) whether (a) the dealer pays the tax direct to the State or other taxing authority or (b) the tax is included in the price to the dealer (having been paid by the oil producer, wholesale distributor, or other agency). The expense voucher on which reimbursement is claimed should bear a notation of the facts that required payment of tax. When payment is made on purchase voucher the dealer will be requested to sign an extra copy of the voucher or certified invoice. The duplicate subvoucher or purchase voucher will accompany the voucher when submitted to the regional office for payment.

Recovery of Tax Paid.

The regional fiscal agent will prepare monthly schedules on department Form 60 of tax payments, writing a separate schedule for each State, the original of which accompanied by the supporting duplicate subvouchers and vouchers will be forwarded to the proper State official (or other local official in event of tax by a city or other political subdivision) with request for refund, except that schedules for Pennsylvania and Wyoming will be forwarded to the General Accounting Office for inclusion in a consolidated refund request. The request for refund will be made by letter signed by the regional forester, or by the director in the case of the Forest Products Laboratory.

Recovered taxes will be deposited to the credit of the appropriations that bore the charge, and in the discretion of the regional forester the credit may be distributed to units or retained in the regional contingent for further allotment.

Should the local authorities refuse to refund the taxes, the matter will be referred to the Comptroller General and future schedules, with the supporting papers, forwarded to the General Accounting Office for collection.

BIDS FOR INDEFINITE QUANTITIES

Bids for indefinite quantities without maximum and minimum limits are not permitted. When the exact quantity to be purchased can not be determined, bids should be requested for a stated quantity, with the provision that more or less, within fixed percentages, may be purchased under the bid. This percentage should usually be from 10 to 25 per cent and need not be the same above and below. As an example, the provision may read: "The right is reserved to purchase, at the prices quoted, 20 per cent more or 10 per cent less of any or all items covered by this bid." When a bid is accepted, the bidder has the right to insist that at least the minimum quantity (90 per cent in the example given above) be taken. On the other hand, he may be required to furnish the maximum (120 per cent in the example) at the option of the Forest Service. Purchasers in excess of the maximum specified are considered open market, and, if the total will exceed \$50, further bid must be requested unless an exigency exists which will not permit of the delay incident to the solicitation of competition.

PURCHASES FROM SUCCESSFUL BIDDERS OR CONTRACTORS

The law requires that purchases of articles covered by contract be made from the contractor. Where an emergency exists requiring the immediate use of contract articles, and it is impracticable to obtain them from the contractor in time, the articles may be purchased in the open market, the voucher to be supported by a full statement of the facts.

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Detailed instructions with reference to the procuring of formal contract and bonds will be found in the fiscal regulations. In cases of purchases where the amount involved is \$1,000 or less, except for roads, trails, and fire suppression when the amount involved does not exceed \$2,500, the supervisor or other appropriate administrative officer may legally waive the contract and bond requirement; waivers in excess of the amounts specified involving purchases must be approved by the chief of purchases, sales, and traffic.

Formal contract and bond may also be waived by field officers in cases of construction and maintenance work, for which bids are accepted, where the cost is not in excess of \$500.

BIDS, CONTRACTS, BONDS, AND EXIGENCIES

FORMS

The following forms have been declared standard by the Bureau of the Budget for universal use by all branches of the Government, their use being obligatory for the purpose each is designed to serve.

Form No.	Designation
20.	Invitation for bids (construction contract).
21.	Form of bid (construction contract).
22.	Instructions to bidders (construction and supplies).
23.	Form of contract (construction).
24.	Form of bid bond (construction or supply).
25.	Form of performance bond (construction or supply).
30.	Invitation for bids (supply contract).
31.	Form of bid (supply contract).
32.	Form of contract (supplies).
33.	Short form contract—Combination invitation and bid (supplies).
34.	Form of annual bid bond (supplies).
35.	Form of annual performance bond (supplies).
36.	Continuation schedule of supplies (for No. 31 and No. 33).

Forms numbered 33 and 36 will be used regularly by field contracting officers of the Forest Service, while Forms 34 and 35 will be used very little if at all. The last-named forms are not generally applicable to service field conditions.

COMPETITION REQUIRED BY LAW

Competition through advertising is imposed by act of January 27, 1894, in practically all cases. The act of March 1, 1899, amended this by excluding "any purchase or service rendered in the Department of Agriculture when the aggregate amount involved does not exceed the amount of \$50." The required competition is designed primarily to secure lower prices for the Government and to avoid charges of favoritism. Even when the purchase is less than \$50, there is implied a moral obligation to obtain for the Government any benefit to be derived from competition. The aim in all cases should be to secure competitive prices when it is practicable; and when it is not practicable and the amount of the purchase is in excess of \$50, to prepare exigency statements to accompany vouchers, setting forth the actual facts in each instance. The Comptroller General says: "Exigencies will arise, and the law so recognizes, but the effort should be to minimize their number rather than to create them."

EXIGENCY CONDITIONS

An exigency does not exist when, through negligence or lack of foresight, a forest officer fails to purchase needed equipment for a specific project far enough in advance of the need to permit securing bids.

An exigency does not exist when a purchase is made of patented equipment if there is other similar equipment on the market which will perform approximately the same function; e. g., typewriters, adding machines, woven wire fencing, stoves, etc.

If there is only one dealer within a practicable distance from whom the supplies can be obtained, the Comptroller General holds that a general exigency statement is not sufficient, but that it must contain the specific facts conclusively showing that purchase from more remote dealers would be more expensive.

In brief, the exigency must be real and unavoidable and must be set forth by a convincing statement of facts, which should be confined solely to the conditions or reasons making it impossible to obtain competition. The law requiring competition must be adhered to in spirit and not waived because of administrative inconvenience or lack of foresight. Close supervision will be exercised by the administrative officer to prevent abuse of the exigency statement privilege.

PREPARATION OF FORM 33 ^a

Use the latest revision of Form 33 bids, with Form 36 continuation sheets, if necessary. When continuation sheets are necessary Form 33 should be used for the first and last sheets of the bid, with item numbers and page totals carried forward from sheet to sheet and finally to the last sheet (Form 33) upon which the signature of the bidder appears.

In preparing and handling bids the following points should be observed so that when the bid is received with the voucher the conditions of purchase are clear:

Statement of definite quantities, or the variation clearly set forth. Time limit of duration of bid; whether for immediate delivery or extending over a period. Item number, if more than one article is listed. Unit; pounds, dozen, gallons, etc. Brands; some particular brand "or equal." Delivery point; a common delivery point unless there is some gain in doing otherwise. Acceptance; date should be shown, and if not all of the items on the bid are accepted, the accepted items should be noted by numbers. Disposition; the rejected bids as well as the accepted bid and a signed copy of the letter of acceptance should accompany the voucher. The rejected bids will be returned with the memorandum 1034 voucher for file with the retained copy of the accepted bid or bids.

DISTRIBUTION OF FORM 33

Proposals will be sent to the dealers in the community or within a reasonable distance (at least three dealers) who handle the article or material desired. Care should be exercised in the wording of the specifications to make them fair and definite so that competition will not be restricted. Also sufficient time should be allowed for the most distant dealers to whom invitations are forwarded to study the specifications and submit their bids before the opening date.

^a Amdt. No. 95, effective Jan. 1, 1928. (52-D^o)

A page 52-S^{6a} should follow, see p. 52-S-4^c

NUMBERING AND ABSTRACTING OF CONTRACTS AND AGREEMENTS

NUMBERED CONTRACTS

The following classes of contracts and agreements will be numbered:

(a) Formal contracts regardless of amount. The term "formal" includes all written contracts and agreements signed at the end by the parties thereto.

(b) Less formal agreements where amount determined at the time of acceptance or execution is \$1,000 or more. Agreements expected to be less than \$1,000 but which may involve \$1,000 or more will be similarly numbered. The term "less formal" includes all agreements other than those defined as formal. Proposal and acceptance agreements on Form 33 and verbal agreements summarized on Form 587 fall under this classification.

^a(c) Less formal agreements, written or oral, in amounts less than \$1,000, involving more than one payment. When there is uncertainty as to whether more than one payment will be made the agreement will be numbered.

(d) Less formal single-payment written agreements in amounts less than \$1,000, where for special reasons the agreement is transmitted to the General Accounting Office in advance of the voucher. Ordinarily such agreements will be forwarded with the voucher without numbering.

(e) Renewals, modifications, and supplemental agreements relating to numbered contracts and agreements. Such papers will bear the same number as the original instrument.

Numbering.

Contract numbers will be indicated in the upper right-hand corner of the unfolded contract.

Forest Service contract numbers will be assigned in the fiscal offices using the symbols "A-fs" followed by the serial number. Between the letter "A" and "fs" will be shown the number of the region, or in the case of the laboratory, supply depot, and Washington office, the numbers assigned to those units, respectively, 15, 16, and 17. All contracts requiring Forest Service numbering whether formal or less formal, will be numbered in one series, which will be continuous without regard to fiscal years.

Proposals accepted by the division of purchases, sales, and traffic and assigned an "Als" number will not be given a Forest Service number, the "Als" number being quoted on vouchers and collateral papers. Contracts prepared in the Forest Service based on acceptances bearing an "Als" number will be assigned the same numbers.

Record.

Each regional fiscal agent will maintain on Form 25 a record by serial numbers of all contracts assigned numbers in the regional series. This record will show the contract number and date, the name and address of the contractor, and a brief description of the character of the contract, such as "groceries," "lease of office," etc. A supplemental record will also be maintained, when necessary, of "Als" numbers and numbers assigned by other regions.

^a Amdts. Nos. 214 and 215, effective October 15, 1929.

October, 1931.

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MEMORANDUM OF VERBAL AGREEMENT

A memorandum of verbal agreement is required on Form 587 covering verbal agreements for hire, rental, or services other than personal involving more than one payment. Memoranda of such agreements will be numbered and otherwise handled in the same manner as written contracts or agreements.

UNNUMBERED CONTRACTS

The following class of contracts and agreements do not require numbering:

(a) Less formal agreements involving less than \$1,000, where only one payment is made and the agreement accompanies the voucher.

When there is uncertainty as to whether the amount will reach \$1,000 or whether more than one payment will be made the agreement will be numbered.

STATEMENT AND CERTIFICATE OF AWARD ^a

With the exception of public-utility contracts, a Form 1036, statement and certificate of award, is required for each written contract or agreement, formal or informal, numbered or unnumbered and for each memorandum of verbal agreement. No Form 1036 is necessary for single-payment verbal agreements or for vouchers covering purchases made under the general supply committee schedule. This form, which bears a certificate concerning the method or absence of advertising and award of the contract, will be signed usually by the contracting officer (i. e., the officer signing the agreement to which it relates), but where award is made by, or is subject to approval by, another officer, the latter may sign.

Form 1036 will be prepared in triplicate for numbered and in duplicate for unnumbered contracts and agreements, in the office of the forest, experiment station, or other unit to which the contract or agreement pertains. For numbered contracts an extra copy should be prepared on yellow paper and retained as a memorandum pending return of the numbered copy from the fiscal office. No Form 1036 will be made for modifications, renewals, and supplemental agreements when one was prepared for the original document.

SUBMISSION OF CONTRACTS AND RELATED PAPERS

Field Offices.

Contracts, agreements, memoranda of verbal agreements, renewals, modifications, and supplemental agreements requiring numbering will be forwarded to the fiscal office as soon as practicable after execution. In the case of new contracts and agreements (except public-utility contracts) the original and two carbons of Form 1036 will accompany the agreement to the regional fiscal agent who will return one carbon of the Form 1036 bearing the contract number to the unit concerned, retaining one copy for his files. As Forms 1036 are not required for public-utility contracts, the unit may submit its copy of the contract or a memorandum in lieu thereof with the original contract to the regional office, which copy or memorandum bearing the assigned number will be returned to the unit by the fiscal office.

When more than one payment will be made on a contract (and in single-payment cases when requested by the regional office) a copy of the agreement will be transmitted to the regional fiscal agent for his use.

^aAmdt. No. 323, effective September 25, 1931.

A contract not requiring numbering, together with the original of the Form 1036 will accompany the voucher when forwarded to the fiscal office.

Fiscal Office.

The originals of numbered contracts, memoranda of verbal agreements, abstracts, modifications, etc., will ordinarily be forwarded by the regional fiscal agent to the General Accounting Office, audit division, contract-examining unit, semimonthly, and in no event less frequently than monthly at the close of the month. These papers should be mailed direct and addressed as indicated.

Unnumbered contracts, abstracts, etc., will be attached to the covering vouchers and forwarded to the General Accounting Office monthly.

FILING OF CONTRACTS AND ABSTRACTS

Field Offices.

On the forests, stations, or other units the copy of Form 1036 for unnumbered contracts and numbered contracts involving only one payment will be filed with the copy of the voucher. For contracts involving more than one payment, as in the case of leases, an alphabetical file will be maintained. The retained copy of a contract will be filed with its abstract.

Fiscal Office.

In the fiscal office the abstracts will be filed in one alphabetical file which will include also abstracts pertaining to agreements bearing an "Als" number or a number assigned by another Forest Service region. In cases where copies of contracts or bids are retained they will be filed with the abstract.

PAYMENTS FOR FEDERAL COOPERATIVE ACTIVITIES

GENERAL ACCOUNTING OFFICE REGULATION NO. 21

Payment for services rendered or supplies furnished by one department or bureau to another department or bureau, in pursuance of law, will be made in accordance with general regulation No. 21, office of the Comptroller General, dated March 10, 1923, and supplement No. 1 thereto, dated March 12, 1928. Reimbursement under this authority is limited to the additional financial burden imposed upon the cooperating agency by reason of the cooperation.

Under this regulation, as amended by supplement No. 1, settlement for services rendered or supplies furnished by one department or bureau to another department or bureau may be made (1) by disbursing officers check, or (2) by adjustment voucher, if the transaction is between bureaus of the same department and the bureau or departmental disbursing officer carries funds of the appropriations involved. As the intent of supplement No. 1 is to reduce the number of check transactions, adjustment vouchers should be used when practicable. Usually transactions between the Forest Service and the Bureau of Public Roads in the western regions and all interbureau transactions of region 7 and the Forester's office can be settled by the adjustment voucher method.

Payments by the Forest Service fiscal agents to bureaus the funds of which are not carried by the fiscal agent will be settled by check.

Settlement by Disbursing Officer's Check.

When payment is to be made by disbursing officer's check under regulation 21, as in the case of an interdepartmental transaction handled by Forest Service disbursing officers and in most interbureau transactions other than those between the Forest Service and the Bureau of Public Roads, claims will be prepared in triplicate, using Form 1034 for the original and Form 1034a for the duplicate and triplicate. The original and duplicate will be forwarded direct to the department or bureau concerned, and the triplicate copy furnished the proper fiscal officer in order that suitable disposition may be made of the check issued in payment. Form 546 completely filled in by the office rendering the account will accompany the original voucher and should contain sufficient data to enable the depositing disbursing officer to reconcile it with the triplicate voucher in his possession. Unless otherwise specified on the voucher, checks will be drawn to the order of the Treasurer of the United States and mailed to the bureau rendering the account.

Checks will be deposited to the appropriation credit in the name of the disbursing officer making the deposit who will schedule such checks with other collections deposited to appropriation credit. In his next quarterly account current he will take up the amounts thereof under the proper account heading, and will submit with the account current a statement of such checks received, showing (1) number and date of check, (2) voucher number and amount, (3) name and symbol number of issuing officer, and (4) bureau and department.

The paying disbursing officer will forward the original voucher accompanied by one memorandum copy to the General Accounting Office with the vouchers for the month. The memorandum copy will show the date, name of payee, name of receiving fiscal officer, if known, and number and amount of check issued in payment.

The vouchers will be numbered in the regular series, and, except as to the memorandum copy, will be treated in every respect as other disbursing vouchers.

Register of Checks Received.

A register of checks received from other bureaus and departments will be maintained on Forms 14a.

Settlement by Adjustment Voucher.

Interbureau transactions within the department under regulation 21 as amended, will be handled by adjustment vouchers, when the disbursing officer carries funds of both appropriations involved. In the western regions this will ordinarily be confined to transactions between the Forest Service and Public Roads where the regional fiscal agent, to whom the voucher is submitted for payment, carries funds in the appropriation that affects Public Roads. Payments to the Forest Service where the accounts of the indebted bureau are paid by the department disbursing office will usually be settled by adjustment vouchers. Settlements by region 7 and the Forester's office of indebtedness to other bureaus of the department will be accomplished by this method.

Voucher Form 1034 will be used in all cases for adjustment vouchers. Instructions are given separately for the three types of interbureau adjustment transactions; namely, (1) those between Forest Service and Public Roads in the same region, (2) similar transactions in two regions, and (3) those involving bureaus of the department owing the Forest Service for which the regional fiscal agent carries no disbursement funds.

(1) *Transactions between Forest Service and Public Roads in the same region.*—The voucher will be prepared in triplicate, the original for the General Accounting Office and one memorandum copy to be retained by each bureau. Forest Service vouchers will be accompanied by Form 79a-b in the regular manner when submitted to the regional fiscal agent for settlement and current entries made on the accounting records.

(2) *Transactions between Forest Service and Public Roads involving two districts.*—Adjustment vouchers will be used when the district fiscal agent handling the disbursements of the indebted district carries funds in the appropriation that affects Public Roads.

The district fiscal agent will report the adjustment to the Forest Service district concerned in the same manner as a disbursement made by him for that district; or in a credit case the same as a disallowance in his accounts affecting the other district. The Forest Service memorandum copy of the voucher will be filed in the district for which the adjustment is made.

For example, assuming that the Forest Service at San Francisco is indebted to the Portland office of Public Roads, the Public Roads office at Portland will bill the San Francisco Forest Service office on Form 1034, signing the claimant's certificate on the voucher the same as any other creditor of the Forest Service, and in addition indicating the fund or funds to be credited. The San Francisco Forest Service office after certifying to the correctness of the voucher, approving it in the customary manner and noting the fund or funds to be debited will submit the account to the district fiscal agent at San Francisco for adjustment.

The district fiscal agent will credit the Public Roads appropriations and debit the Forest Service appropriations in his appropriation disbursing ledger, treating the credit as a minus disbursement on account of Public Roads, Portland, and reporting it to the district forester at Portland.

Assuming that the transaction is reversed and the Forest Service, San Francisco, bills Public Roads, Portland, the adjustment would be handled by the district fiscal agent at Portland, who would debit the Public Roads appropriation and credit the Forest Service appropriation in his appropriation disbursing ledger, treating the credit as a decreased disbursement on account of Forest Service District 5.

This method may be followed in cases where the district fiscal agent makes no disbursements for public roads provided he has funds in the appropriation that affect public roads. For example, if Public Roads, San Francisco, bills Forest Service District 3 (which handles no public roads disbursing), the district fiscal agent at Albuquerque can handle the settlement by adjustment if the public-roads fund to be credited is one in which Forest Service District 3 has an allotment. If he does not carry funds in the appropriation affecting public roads, settlement will be by check.

(3) *Transactions involving a bureau of the department owing the Forest Service for which the district fiscal agent does not carry funds.*—Where the Forest Service district bills another bureau or office the district will prepare Form 1034 and two memorandum copies on Form 1034a, signing the original in the space provided for payee's signature. The voucher with one memorandum copy will be forwarded to the bureau or office concerned (the second copy being retained by the district).

With a few exceptions, the bureau billed will schedule (in quadruplicate) the voucher to the department disbursing office for adjustment. Upon receipt from the disbursing office of one copy of the schedule, the Forester's office will credit the Forest Service appropriation and report the transaction to the district concerned on Form 79a as a decrease in disbursements. In some instances bureaus of the department reimburse the Forest Service by check.

Preparation of vouchers.—They will invariably show the details of the transaction and be prepared in the same manner as disbursement vouchers, the payee being the bureau whose appropriation is to be credited. Certain spaces on Form 1034, such as contract number and date, are not applicable to adjustment transactions and will be disregarded. The bureau filing the claim will indicate on the voucher the symbol numbers and titles of the funds to receive credit and sign the payee's certificate. The bureau against which the claim is filed will note in the appropriation space the symbol numbers and titles of the funds to be debited, and will certify and approve the voucher as in the case of disbursement transactions.

Numbering and abstracting.—Adjustment vouchers will be numbered in the same series as disbursement vouchers, but will be covered by a separate adjustment schedule, as explained under "Schedule of disbursements."

ACT OF MAY 21, 1920

On October 5, 1925, the General Accounting Office issued Circular No. 22 prescribing the method to be observed when funds are transferred from one Government agency to another for direct expenditure under the provisions of the fortifications act of May 21, 1920 (41 Stat. 613).

Complying with this circular, a request for transfer of funds should be accompanied by a statement showing the necessity therefor and the reasons it is not practicable to incur the expense and secure reimbursement from the procuring agency in accordance with Regulation 21. A statement should also be furnished showing the amount estimated as necessary for the project concerned and the total of previous transfers, if any, for the same project. Information should be given in the recommendation relative to the estimated classification of the amount proposed for transfer under the captions (1) labor, (2) other services, (3) supplies, (4) equipment, and (5) miscellaneous; unusual items should be explained in detail. It is further necessary to bring out in the recommendation that the character of the services to be rendered are such as are ordinarily performed by the agency to which the funds are to be transferred, and that additional personnel or equipment will not be required by reason of the transfer. The necessary statements should be submitted in duplicate in all cases.

SPECIAL CLAIMS ^a

REIMBURSEMENT FOR LOSS, DAMAGE, OR DESTRUCTION OF HIRED EQUIPMENT

(Act of January 31, 1931)

CLAIMS UNDER REGULATION A-5

Claims for property lost, damaged, or destroyed while under contract of hire, either formal or informal, will be vouchered on Form 1034 and will be accompanied by a statement in accordance with the following outline:

Statement to Accompany Claim for Property Lost, Damaged, or Destroyed in Official Use.
(Act of January 31, 1931)

1. Owner: _____ Was owner an em-
(Name and address)

ployee of the United States at the time of the loss or damage? _____
If so, answer following:

(a) Title _____ Salary _____

(b) Was he on leave with pay? _____ Without pay? _____

(c) Was he required to furnish the equipment for the performance of his official duties? _____. If not, was its use necessary for emergency or special work? _____

2. Contract of hire: State whether written or verbal _____. If written, or if verbal and confirmed in writing, attach original or certified copy of the agreement or confirmation. If verbal without written confirmation, fill in following:

(a) Rate of compensation \$_____ per _____

(b) Was risk of all loss or damage assumed by the Forest Service? _____

By owner? _____

(c) If neither assumed full risk, state terms of hire as to reimbursement for loss or damage _____

3. Description of property:

(a) Kind? _____
(Automobile, horse, wagon, etc.)

(b) Description: _____
(Animals—age, weight, and condition; motor

vehicles—make, year of manufacture, type of vehicle,

condition; etc.)

(c) Purchased by owner? _____ Date _____
Cost _____ New or second hand _____ If sec-
ond hand, what was value new? _____

^aAmdt. No. 324, effective August 10, 1931.

(d) Raised or built by owner?..... If so, show value and basis of valuation.....

(e) Received by Forest Service, date

(f) Placed in service, date

4. Damage or loss:

(a) Date damaged or lost

(b) Nature of damage
(Part injured or damaged, and nature of damage—

cut, broken, burned, etc.)

(c) Value of loss or damage \$.....

(d) Basis of determination:
(Attach receipted bills for repairs;

for appraised damage attach statement of appraisers; if

complete loss, based on appraisal value in contract, so state)

5. Circumstances: State here or on separate sheet circumstances, including (a) name of person using property, (b) purpose for which used, (c) manner in which loss or damage occurred, with cause (d) surrounding conditions, (e) contributing factors, (f) negligence of owner or others, and (g) other pertinent facts necessary to convey a clear understanding of accident or occurrence.

6. Insurance:

(a) State kind and extent of insurance carried on the property (if none, so state)

(b) Name and address of company insuring

(c) Amount of insurance claimed:..... Amount paid?
(If partially or wholly disallowed, explain.)

7. Witnesses:
Names and addresses (when numerous, show not more than three)

8. Supplemental statements. Attach signed statement of person using property at time of loss or damage, and of one or more witnesses, if any. (See No. 5.)

9. Additional information:
(Use separate sheet, if preferred)

Date

Supervising Officer:

As the law provides for reimbursement to owners, vouchers must be stated in favor of the owner of the lost, damaged, or destroyed equipment and not in favor of garages, mechanics, merchants, or others furnishing repair parts or services. After approval by the local and regional administrative officers and the assistant to the solicitor, the claim, if not in excess of \$50, will be paid by the regional fiscal agent. Claims in excess of \$50, accompanied by the written opinion of the assistant to the solicitor, the regional forester's recommendation, and all collateral papers will be forwarded to the forester for consideration and reference to the Secretary's office. After approval by the Acting Secretary the claim will be returned to the region for payment by the regional fiscal agent.

"The regional forester or acting regional forester will initial vouchers in the "Approved for" space when transmitting claims to the Forester with favorable recommendation.

Employees.

Regulation A-5 provides that equipment which officers or employees are required to furnish for the performance of their duties is to be under written contract. Such contracts will be prepared on Forms 434, 435, and 436 which specify the general conditions under which the Government assumes responsibility in the event of loss, damage, or destruction. When such property is not covered by written contract, reimbursement for its loss or damage is not possible, regardless of the amount, unless the Secretary waives the regulation as to the requirement for written contract.

Any such claim submitted should be accompanied by satisfactory explanation as to the absence of written agreement, to serve as a basis for requesting the Secretary's waiver.

Claims of employees for loss or damage in official use of property not required for the performance of the owner's official duties will be governed by the instructions under "Nonemployees."

Nonemployees.

Contracts for property hired for official use are required to be in writing when practicable. These will be prepared on printed or mimeographed forms when available, but in the absence of such forms may be written with ink, indelible pencil, or typewriter. They must be signed both by the owner or his agent and by the officer contracting on behalf of the Forest Service, and in addition to the usual terms of hire should clearly show the extent to which risk of loss or damage is assumed by each party. Verbal contracts should be confirmed in writing when practicable, using Form 587, Memorandum of verbal agreement.

Verbal Contract, Reimbursement Limited to \$50.

With the exception of property hired or rented for fire-fighting emergencies, no payment in excess of \$50 can be made on any claim for damage to or loss of property procured under verbal agreement. For the protection of the owner written agreements should be made whenever the value of the property exceeds \$50, unless it is hired for a fire emergency and the preparation of a written agreement is impracticable.

BILLS OF SALE IN CASES OF LOSS AND THEFT

In every case where a claim for property lost or stolen is allowed a bill of sale should be secured from the claimant in order that the Government may be fully protected in the event the property is later recovered. This should accompany the claim when submitted to the regional forester or to Washington for approval. When the claim is paid the bill of sale will be detached and forwarded for filing to the unit where the claim originated.

CARE IN THE PREPARATION OF CLAIMS

All claims which fail to explain or establish essential factors must of necessity be returned to the supervisor for additional data. Practically every claim has one or more weak points. These must be recognized and be fully explained before the accounts can be approved. The exercise of extra care in the first instance in the preparation of claims will assist materially in avoiding unnecessary correspondence and the resultant delay.

REIMBURSEMENT PROHIBITED

Reimbursement will not be made when any of the following conditions prevail: (1) When under the terms of the agreement, either expressed or implied, the risk is assumed by the owner; (2) when negligence on the part of the owner caused or contributed to the loss, damage, or destruction; (3) when the equipment at time of hiring was not in good serviceable condition or not as represented; (4) when, in the case of animals, death is due to (a) natural causes or (b) to ailments that are not ascribable, with reasonable certainty, to official use or hazards incident to such use, including idle periods in camp, pasture, etc.; (5) when damage to vehicles and equipment is due to ordinary wear and tear; (6) when breakage results from accumulated wear or existing defect; (7) when damage to a motor vehicle results from a traffic accident under ordinary circumstances; and (8) when the service was voluntary. The fact that no rental is paid does not in itself render the service voluntary. Non-employee owners may be allowed reimbursement for the loss or damage to equipment loaned by them pursuant to request of employees of the Forest Service.

VALUATION

Appraised valuations must be conservatively fixed, basing the determination on the estimated sale or trade value, or replacement cost for equipment in kind.

In no case will a voucher be approved for an amount in excess of the appraised valuation of property lost or destroyed, or of the appraised damage in damage cases. In cases of written contract depreciation on account of age or use since appraised value was fixed in the contract must be considered in reimbursing for losses. If repairs have been made to damaged property receipted invoices covering new parts and labor should accompany the claim, and appreciable wear or deterioration of the broken parts will, of course, be considered in determining the amount for which reimbursement is to be allowed. It is essential that the local administrative officers carefully inquire into and make recommendations concerning deductions from repair costs on account of wear or deterioration. When repairs are not made the damage should be appraised by at least two disinterested persons and signed statements from them submitted.

Record of Claims Approved Locally.

Each regional office will keep a record or file of the claims paid on approval of the regional forester in amounts of \$50 or less, under the authority delegated in Regulation A-5. The office record may be brief but should be in sufficient detail to show that the claim was properly allowable under the act and regulations, and will be subject to audit by inspectors from the Forester's office.

This is supposed
to be a black
shirt

CLAIMS FOR PRIVATE PROPERTY LOST OR DAMAGED THROUGH NEGLIGENCE OF GOVERNMENT EMPLOY- EES ^a

(Act December 28, 1922, 42 Stat. 1066)

Claims for damage to or loss of private property in amounts not exceeding \$1,000 caused by negligence of Government officers or employees acting within the scope of their employment may be determined by the Secretary and certified to Congress for specific appropriation.

REPORT OF ACCIDENTS

Motor Transportation.

All drivers of Government motor vehicles will be supplied with standard Form 26, "Driver's report—Accident, motor transportation"; one copy, or more if desired, should be filled out by the driver as completely as possible at the place of the accident, and forwarded without delay to his immediate superior. An officer or employee will be designated by the supervisor, or other officer having jurisdiction over the work, to investigate the accident and make prompt report on standard Form 27 "Investigating officer's report—Accident, motor transportation." The designated employee must be an officer other than the driver. Form 27, with Form 26 attached will be submitted through the regional forester to the Forester with any additional comments that the supervisory officer or regional forester consider necessary. These papers will be retained in the Forester's office until a claim is presented.

Other.

In accidents other than those in connection with Government-owned motor vehicles resulting in loss, damage, or destruction of private property as a result of Forest Service operations, a report in memorandum or letter form will be submitted promptly to the supervisor or other officer under whose jurisdiction the work is being performed, showing (1) name and address of the person or firm owning the property damaged or destroyed, (2) estimate of damage or loss, showing the basis of determination, (3) date of loss or damage, (4) name and title of employee causing damage, (5) forest or other unit on which employed, (6) location where loss or damage occurred, (7) description of the property lost or damaged, (8) use if any being made of the property when the loss or damage occurred, (9) character of damage, (10) a complete statement of circumstances, (11) liability of the officer or employee, describing any action, oversight, or omission that may constitute negligence, (12) the names and addresses of witnesses or persons having personal knowledge of the circumstances of the accident or event that caused the damage (principal witnesses only, if they are numerous), and (13) whether the responsible employee was acting within the scope of his employment.

^a Amdt. No. 286, effective July 15, 1930.

PURCHASES FROM GOVERNMENT EMPLOYEES

Purchases from employees are to be discouraged and should be made only on rare occasions when it is clearly to the advantage of the Government to do so. Purchase of equipment by employees when there are no Government funds available, with the intention of selling to the Government at a later date, is strictly prohibited. Good financial practice will make purchases from employees unnecessary except on very rare occasions, such, for instance, as when a ranger to save time and expense takes provisions from his own larder to supply a fire-fighting crew. Under no circumstances will purchases be made merely to accommodate employees leaving the service or transferring to another station. Neither will purchases be made when the materials or equipment are permanently attached to Government realty and form a part thereof.

Vouchers covering purchases from Government employees may be paid only after approval by the chief of purchases, sales, and traffic, in accordance with paragraph 227 of the property regulations. All vouchers covering purchases from employees, or those leaving the service, when forwarded for approval will be accompanied by a signed statement of the supervisory officer showing the necessity for the purchase and the benefit derived by the Government through purchase from the employee. The statement will clearly cover the question of value, giving the initial cost to the employee, whether purchased new or second-hand, period of use, present condition, the price for which similar secondhand equipment could be secured in the community and other pertinent facts.

When purchasing equipment owned by an employee for use at a station the statement should show why the equipment was not originally furnished by the service and also that it conforms to the standard adopted for such stations and is not merely the result of individual ideas or preferences.

In fixing the price it is essential that careful consideration be given the fact that most secondhand articles, even when in practically new condition, have a sale value considerably below that of new goods.

SUPPLIES AND PROPERTY ISSUED TO OTHER GOVERNMENT ORGANIZATIONS

Supplies or equipment for which the Forest Service has no further use may be issued to other bureaus, departments, or Government establishments. When it is learned that other Government organizations are in possession of equipment or supplies of no further use to them and which are needed by the Forest Service, arrangements can be made with the responsible officer of such organization for transfer of the articles to the service. All transfers of such surplus property to or from the Forest Service must be without charge, except that the cost of crating, drayage, or other expenses incident to effecting the transfer will be paid by the organization benefiting. Receipts for property transferred will be issued in accordance with the manual instructions for interbureau transfers under the subject "Property accounting."

Supplies and equipment that are not surplus may be issued to other Government organizations, when in the interest of the Government as a whole, provided the Forest Service appropriations are reimbursed by the organization receiving the articles, so that the stocks can be replenished without further drain on Forest Service funds. Similarly, the Forest Service may procure nonsurplus supplies or equipment from other Government organizations and reimburse them therefor. The adjustment of funds will be accomplished in accordance with the procedure defined under "Payments for Federal cooperative activities."

CLAIMS OUTSTANDING MORE THAN THREE YEARS

A claim for supplies or services other than personal which has been delayed or not finally approved until after three fiscal years have elapsed, chargeable to an annual appropriation which has reverted to the general fund, will be stated on a Form 1034 voucher. Such vouchers will be forwarded to the Secretary through the Forester for submission to the General Accounting Office, by which it is certified to Congress for special appropriation if sufficient balance existed in the lapsed appropriation. Similar claims covering personal services will be stated on Form 3 or 1013d vouchers, which must be signed by the claimants. The same appropriation should appear on these accounts as that from which payment would have been made had not the three-year limit expired. A statement of the cause of the delay in submission must accompany all such claims.¹⁶⁷

Vouchers will be prepared and executed in the same manner as vouchers payable by a disbursing officer, including certification and approval, and will be scheduled in accordance with the instructions under "Preaudit and direct settlement."¹⁶⁷

Three-year-old claims chargeable to an annual appropriation total in excess of the lapsed balance will be certified to Congress by the Secretary of Agriculture for deficiency appropriation after first being settled and the amount found due the claimant by the General Accounting Office.

COMPENSATION FOR INJURIES ^a

The Federal compensation act of September 7, 1916 (39 Stat. 742) as amended, makes provision for the payment of compensation to employees of the Government for disability or death resulting from personal injuries, including occupational diseases, sustained while in the performance of their duties, except when the injury or death is caused by the willful misconduct of the employee, or by the employee's intention to bring about the injury or death of himself or of another, or when the use of intoxicating liquors or drugs is the proximate cause of injury or death. The act also provides for reasonable medical, surgical, and hospital services and supplies; for transportation if necessary for the securing of the proper medical, surgical, and hospital treatment; for transportation of body of resident of United States dying away from home station, if desired by relatives; for funeral and burial expenses when death results from the injury within six years, not to exceed \$200; and for compensation to dependent relatives if death results from the injury. Compensation is paid from a separate fund created by the act designated the "Employees' Compensation Fund." No compensation is paid for the first three days of disability, nor for the first three days of disability following the expiration of annual or sick leave where such leave is taken.

RATES ALLOWABLE

The compensation allowable for total disability, partial disability or to dependents is governed by the law and the compensation commission's regulations, Form C. A. 22. These regulations are furnished to all administrative and executive officers. Maximum allowances are summarized briefly below for convenient reference.

Total Disability or Death.

In the event of either total disability or death the amount of compensation allowable is computed by using minimum and maximum monthly basic salary rates of \$87.50 and \$175, except where monthly salary rate is less than \$58.33 (66⅔ per cent of \$87.50) when compensation shall be the full amount of monthly pay. Where the monthly salary is between \$87.50 and \$175, compensation will amount to 66⅔ per cent of basic rate; where salary is in excess of \$175 per month, compensation will be the same as for a salary of \$175 per month. The maximum allowable payments to employees or dependents of deceased employees are:

Monthly pay rate	Monthly compensation allowed
\$58.33 or less.	Full monthly rate.
\$58.33 to \$87.50.	\$58.33.
\$87.50 to \$175.	⅔ of monthly pay rate.
Over \$175.	\$116.66.

The combined allowance to two or more dependents of a deceased employee, regardless of the number or relationship, shall not exceed the maximum compensation that may have been paid the employee had he lived.

Partial Disability.

In case of partial disability the allowable compensation is limited to 66⅔ per cent of the loss in wage earning capacity due to the disability, not to exceed the compensation rates fixed for total disability.

^a Amdt. No. 287, effective July 15, 1930.

EMPLOYEES IN COOPERATIVE STATUS

An employee engaged in cooperative work a part of whose salary is paid by the Government and the remainder by the cooperating agency will, in the event of disability compensable under the act, be paid on the basis of the amount of salary received from Federal funds. For example, if the total salary is \$2,400, the cooperator paying \$1,200 and the Government \$1,200, compensation under the employees' compensation act will be the same as for an employee receiving a gross Federal salary of \$1,200.

An employee whose salary for a period is paid entirely by a cooperator can not be compensated by the Compensation Commission for disability resulting from an injury received during such employment.

Money deposited in the Treasury to the credit of cooperative work, Forest Service, is considered a Federal fund, and employees paid from that fund are entitled to the same compensation as those paid from regular Government appropriations.

EMPLOYEES RETIRED FOR DISABILITY

If, after an officer or employee has been retired for disability, it later becomes evident that sufficient grounds exist for favorable consideration of his case under the compensation for injury law, action should be initiated, subject to approval of the employee, to establish his claim under that act if payments thereunder will exceed the amount being paid under the retirement act.

NATIONAL FORESTS

GENERAL

The procedure outlined under this caption also applies to experiment stations, regional offices and the Washington office with respect to the preparation and handling of cases relating to injuries suffered by officers or employees assigned to those units.

It is the responsibility of the official superior of an employee injured in line of duty to see that all facts are promptly and fully reported, and that the employee is given all necessary assistance. Because of lack of familiarity with the law, especially in the case of those temporarily employed, fairness to the injured person requires that the official superior give such attention to the case as will insure a clear understanding on the part of the injured person (or dependents in case of decease) of his rights, the procurement of necessary medical or hospital aid and presentation of the claim to the Compensation Commission in satisfactory form. Regardless of the apparent merits of a case the injured person should not be discouraged with respect to the presentation of a claim, as he has the right to a decision by the commission and reasonable assistance of the superior officer in preparing the required papers. When the superior officer has knowledge of any facts which he feels should cause rejection or reduction of a claim, it is essential that such facts be brought to the attention of the commission for its consideration.

When a claim regarded locally as just and deserving is rejected by the commission, the superior officer should render all reasonable assistance in presenting the facts more convincingly or in greater detail, and urge reconsideration by the commission. Favorable action in cases of this character may depend upon the efforts of the superior officer as most employees are not sufficiently familiar with the act, regulations, procedure, etc., to press their claims to the fullest extent.

C. A. REPORTS

Report of injury, Form C. A. 2, will invariably be prepared in duplicate; other injury or compensation report forms need not be prepared in duplicate unless so directed by the regional forester or forest supervisor. All forms

should be typewritten whenever practicable. Original reports will be sent to the regional office, the experiment station headquarters, or the Washington office, dependent upon the unit having jurisdiction.

When duplicate copies are made either on the printed forms or on plain paper, they will be retained by the reporting office in a current file until the case is closed at which time they should be stapled together and transferred to a permanent consolidated file, alphabetically arranged. Copies of all explanatory letters and statements should be likewise retained by the reporting office.

Care must be exercised to see that all reports are completely filled in and that necessary signatures are not omitted. No report should be forwarded before being thoroughly verified to insure that all repetitive statements such as date, day, and time of injury, date employee stopped work, date pay stopped, rate of pay, etc., accord with the facts and are in exact agreement with previous reports, unless the earlier reports were erroneous, in which event the discrepancies should be explained.

Reports should be handled as expeditiously as practicable to prevent unnecessary delay in the adjustment of claims and to promote the prompt payment of medical, hospital, and other bills. Maintenance of the good will of local physicians on whom the service is dependent in emergencies is of prime importance. Failure, for example, to give reasons for employing an outside physician when reports are first made will delay settlement of his bill whenever such omissions occur.

Entry of Wage Rates.

In order that the Compensation Commission may deal understandingly with Service cases and correctly compute the compensation due claimants, the rates of pay should be entered on Forms C. A. 2, 4, and 5 as follows:

1. Where subsistence is furnished an employee in addition to the rate of pay shown on the pay roll, the pay roll rate will be entered on the injury report forms as "rate of pay" and the value of subsistence given in the spaces provided. Example: For an employee hired at \$3 per day and board (valued at \$1) the rate of pay on the pay roll is \$3. On the injury report C. A. 2 the entry will be "rate of pay \$3 per day and subsistence valued at \$1 per day." The same rule will be applied where quarters are furnished an employee in addition to his pay-roll wage rate.

2. Where deduction for quarters or subsistence furnished is made on the pay roll from the agreed wage rate (gross salary rate in the case of appointed employees) the agreed rate will be entered on injury reports as "rate of pay"; the word "and" preceding "subsistence" will be changed to "less" or if quarters deduction is made the word "less" will be inserted before the word "quarters" and the amount of the deduction shown in the spaces provided.

Examples under No. 2 are: (a) For an employee hired at \$4 per day, from which a deduction of 35 cents a meal is made, the pay-roll rate (on which the gross wage earned is computed) is \$4; the entry on the compensation forms will be "rate of pay \$4 per day less subsistence at 35 cents per meal" (or "\$1.05 per day" if the deduction is stated on a daily basis). (b) In the case of a ranger occupying Government quarters at a salary rate of \$1,800 per annum less \$120 for quarters, the compensation forms will read "rate of pay \$1,800 per annum less quarters at \$120 per annum."

It is important that forest supervisors and other officers closely observe the foregoing instructions, as the Compensation Commission has no way of verifying wage and salary rates but must depend entirely upon the local administrative officers who are familiar with the facts in each case. Where the supervisor's office or others assist the claimant in the preparation of claim (Forms 4 and 5), the same care should be exercised to see that the rate of pay is stated thereon in substantially the form indicated above.

Purpose and Use of Forms.

The standard compensation forms in current use, which are numbered C. A. 1, 2, 3, 4, 5, 8, 16, 17, and 32, are employed under the following general procedure:

1. Whenever an injury is sustained by an employee, even though it may be so slight in character that the injured person has no intention of making a claim for compensation therefor, he should immediately report it to his official superior, using Form C. A. 1. It is vitally important that an injury be promptly reported, as delay may make it impossible later to prove its occurrence or establish a right to the benefits extended by the act. As soon as possible after receipt of Form C. A. 1 the injured employee's official superior should execute and submit to the commission, through the regional office, or other designated office, Report of Injury (Form C. A. 2), attaching thereto the aforesaid Form C. A. 1, and in hernia cases Form C. A. 32 signed by claimant.

2. When an injured employee is sent to a United States hospital or dispensary, or to a designated physician for treatment he should be given, by his official superior, a request for treatment (Form C. A. 16) or the request may be made in the form of a letter giving all the information called for by the commission's printed form. This request should be in duplicate and the original left with the physician or hospital authorities. In cases of doubt as to cause of injury Form C. A. 17 should be used. (See sections 84 and 88 of C. A. 22.)

If much time will be required to secure statements of witnesses or first-aid physician on back of Form C. A. 2, this form, in serious cases, should be submitted immediately without the statements, which should be obtained and forwarded as soon as possible. A brief explanation of the omission should accompany the original form.

3. Form C. A. 3 is required only where the report of the official superior on Form C. A. 2 indicates that the employee lost pay and does not show that he returned to work. If the date of return to work or the date of termination of disability can be definitely stated in answering question 25 on Form C. A. 2 (revision of 1929) no Form C. A. 3 is necessary, but otherwise it should be forwarded when total or partial disability terminates, or in case of employee's death.

4. Form C. A. 4 is required only in cases where an injured employee claims compensation for pay lost as a result of injury. The commission is without authority to pay any claim which is not submitted within one year from date of injury. While instructions printed on this form provide for its filing within 60 days of date of injury the commission may for good cause permit its filing at any time within one year. In considering the requirement of this form distinction should be made between lost time and lost pay. Employees with leave privileges might lose working time without loss of pay, which information should appear on Form C. A. 2.

The submission of claim Form C. A. 4, when necessary, should not be delayed. The commission desires to be in a position to make investigation, require medical examination, or authorize special treatment as may be deemed advisable, and has requested that this form be forwarded upon return to work if disability terminates within 18 days or at the expiration of 18 days from the date pay stops if disability continues beyond that period. Every effort should be made to comply with the commission's request.

5. Form C. A. 5 is required in cases where death results from the injury. The beneficiaries entitled to receive the benefits should execute and submit this form within 60 days after death. If not so submitted, an explanation of the delay is required. The instructions printed on the form and those given on page 13 of Form C. A. 22 (revision of June 26, 1929) should be carefully reviewed before preparation of the form is undertaken.

6. Form 8 is a current report of continued disability and should be forwarded periodically through the regional forester unless the commission has placed compensation for lost pay on an automatic basis. Ordinarily monthly reports

will be sufficient except when semimonthly payments are desired. This form should be signed by the claimant and his official superior; the physician's certificate should be filled out and signed by the attending physician when the nature of the disability is such as to require a certificate of physical condition. In many instances the doctor's certificate is unnecessary, as for instance in cases where recovery within the elapsed time would be clearly impossible.

7. All requests for information or action received from the commission in regard to cases, whether through form letters or otherwise, will be given preferred attention by reporting officers. Replies should be transmitted to or through the regional office or other designated channel.

Requisitioning of Forms.

C. A. forms should be requisitioned from the supply depot, Ogden, Utah.

SUBSISTENCE

The circumstances under which board and lodging for injured employees in the field service are (1) payable by the Compensation Commission or (2) payable by the injured person, directly or indirectly, are outlined below:

1. Payable by Commission.

a. Hospitalization cases.—If the condition of an employee due to an injury is such as to justify his hospitalization in the opinion of the physician in charge and no hospital is available, or the hospital at which he is being treated does not have the facilities for receiving or keeping him, the expenses incurred for his board and lodging will be paid by the commission.

b. Cases not requiring hospitalization.—In cases not requiring hospitalization, where it is impossible for the injured employee to procure necessary medical attention or services at his home station, requiring travel to other points for this purpose, the Compensation Commission will pay for transportation, board, lodging, and other expenses incident to the securing of such services, when, in the opinion of the commission, the expenses are necessary and reasonable.

2. Payable by Employees.

Where the nature of the injury or condition of the patient does not warrant hospitalization and the injured employee is receiving medical treatment from a designated or other approved physician or as an out-patient of a hospital (except when falling under 1-b). In these cases if it is necessary that the employee be furnished board and lodging directly by a Government agency or by a private person to whom payment is made by the Government, the value of the board and lodging so furnished will be deducted by the commission from the compensation payable to the injured person. The employee should be informed in these cases that such deduction will be made from his compensation.

Official superiors are authorized to incur expense for board and lodging for injured employees as a charge against the commission only under special conditions which make impracticable the employment of other methods of furnishing medical treatment. Should there be doubt as to the authority to provide board and lodging from Government funds the case should be taken up with the commission, using the telegraph, if necessary.

Official superiors authorizing the furnishing of board and lodging at the expense of the commission are required to notify the commission immediately of such fact, giving the rate charged and the period for which the board and lodging is authorized. In no case may board and lodging be furnished beyond the period the employee is disabled from work and actually receiving authorized medical treatment.

Supervising officers should not attempt to carry injured employees on a hospitalization basis either in a hospital, hotel, private quarters, or Government subsisted camp merely to provide them free board or lodging, or both, during the period of disability. Compensation payments are made currently to enable them to defray their own living expenses. They are expected to do so in all

cases when not in a hospitalization status by order of the physician in charge and actually undergoing treatment under necessary hospitalization conditions.

The commission will not pay as a charge against its funds hospital bills accruing under any conditions except for such periods as hospitalization may be required by reason of actual medical treatment, or when incident to procuring necessary treatment not locally obtainable.

BILLS

Bills for medical, surgical, or hospital service, and for supplies and transportation, should be transmitted to the commission through the usual channels for direct settlement. They should accompany Form C. A. 2 when practicable, and sent as soon as possible in any event. Prepaid and receipted bills should also be promptly forwarded but prepayment should not be made when avoidable, since all bills are subject to audit and deduction by the commission if the charges are regarded as unreasonable.

Bills should be O. K'd by the injured employee whenever practicable; when that is impracticable, approval of the superior officer is required. The necessity of handling all bills promptly is repeated, since the importance of such action demands the special attention of all forest officers concerned.

A claim is ordinarily deemed to lapse after one year's inactivity. Should expenses be incurred thereafter by the injured employee, the bills may be subjected to outright disallowance.

TRANSPORTATION OF INJURED EMPLOYEE OR REMAINS

General.

Transportation of injured employees or the remains, if the injury results in death, by the personally owned automobile of an employee of the Government can be approved only when stated on the basis of reimbursement for gas and oil, since the Compensation Commission has no legal authority to pay on a mileage basis. To avoid unnecessary correspondence, automobile-transportation bills in favor of individuals should show whether or not claimant was a Government employee at the time.

Claims for reimbursement of transportation expenses properly allowable by the commission in connection with injury or death will not be prejudiced by failure to take advantage of the following procedure, providing for the use of Government transportation requests or bills of lading. Such reimbursement claims will be filled promptly with the commission.

Injured Employees.

Whenever an employee of the department is injured by accident in the performance of official work, and in order to obtain adequate medical attention it is necessary to transport him to the nearest United States medical officer or hospital, or, if this is not practicable, to the nearest physician or hospital designated by the Compensation Commission (or when neither of these is available to the nearest physician or hospital), Department of Agriculture transportation requests may be used under the following provisions:

1. The billing instructions on transportation request shall be changed to read "United States Employees' Compensation Commission, Washington, D. C." and the memorandum copy of the request immediately sent to the regional fiscal agent.

2. The name of the injured employee must be shown on the original and memorandum copies of the transportation request so that the commission may identify the expense with the compensation claim. His name with the words "Injured employee" should be written in the space "Name of traveler" as follows: "John Doe, injured employee." He should sign in the space "Signature of traveler," using the word "Injured" as part of the title (example, "Injured fire fighter"). Where the injured employee is unable to sign his name, either because of the injury or of inability to write, the injured employee's name should be written in the space "Signature of traveler" by the forest officer procuring the ticket for him.¹³⁰

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3. Immediate report must be made to the United States Employees' Compensation Commission, giving the complete statement of the circumstances of the injury. This report may be on Form C. A. 2 if it contains a clear and complete statement of the circumstances of the injury necessitating transportation of the employee.

4. The transportation request must not be used for securing medical treatment in cases of illness or occupational diseases. Whenever an employee of the department becomes disabled and, in his opinion, such disability is due to an occupational disease, accounts for transportation and other expenses incurred should be submitted to the United States Employees' Compensation Commission for consideration in connection with his claim for compensation.

Remains of Employees.

Transportation requests or bills of lading must not be used for transportation of the remains of employees until the consent of the Compensation Commission has been obtained. Request for their use should be telegraphed (see sample telegrams) directly to the United States Employees' Compensation Commission, Washington, D. C., with as complete information as possible, showing when, where, and under what circumstances injury occurred, place and time of death, distance from place of injury to place where death occurred, home station (official station for regular employees and temporary employees, such as guards having an official station; point of hire should be shown for other employees such as fire fighters), home, and whether relatives have requested transportation of the remains to the home. If necessary that some one accompany the body, such fact should be mentioned in the telegram with reasons therefor.

If the route of transportation of the remains is through the point of hire (for temporary fire fighters, etc.) or the official station (for rangers, guards, etc.) transportation beyond that point is not reimbursable. Transportation requests or bills of lading for the transportation of remains can not be used under any circumstances where reimbursement for the expenditure if made in cash could not be secured from the Compensation Commission. The only reason for requesting authority to use transportation requests or bills of lading is to avoid the temporary outlay of personal funds and should not be done where the amount is small. The cash expenditures if allowable by the compensation commission will be reimbursed at the earliest practicable date along with the claim for other expenses incurred by reason of injury or death.

SAMPLE TELEGRAMS

John Doe technical assistant injured August 10 Whitman Forest died

(Name) (Title) (Date) (Name)

August 11 at (or near) Austin Oregon (or "between Susanville and Austin

(Date) (Name of town)

Oregon") fifteen miles from place of injury and four hundred miles from official station at Portland Oregon (or "-----near

(Name of range station)

-----" Relatives desire transportation remains to home at

(Name of town)

Cascade Locks Oregon Body taken Baker Oregon for embalming Wire authority use bill lading transport Baker to Cascade Locks Oregon (or (a) "express shipment not possible because-----wire

(Reason)

authority use transportation request" (b) "express shipment possible but desire authority transport as baggage and for Mrs. John Doe

(Name of attendant)

Wife to accompany Wire authority use transporta-

(Relationship, if any)

John Doe fire fighter injured falling tree August ten Umatilla

(Name)

Forest twenty miles northeast of Ukiah Oregon Died same day enroute to Pendleton (or "at Pilot Rock thirty five

(Name of destination) (Name of town)

miles from place of injury") no official station Hired at Ukiah Oregon (or "at ranch seven miles north of Ukiah Oregon") Relatives desire transport remains to Mountain Home Idaho Wire authority use Government bill lading Pilot Rock Oregon to Mountain Home Idaho

John Doe laborer road construction killed instantly Pend O'reille Forest August

tenth struck by rock result of blasting no official station was hired at road camp, etc.

If transportation of the remains is authorized by the commission, a department bill of lading with billing instructions changed to read "United States Employees' Compensation Commission, Washington, D. C.," may be used for such transportation by express. Where express shipment is impossible, or if a relative desires to accompany the body, it should be so stated to the commission and authority requested for the transportation of the remains as baggage, as well as for transportation, if necessary, of an attendant. If permission is granted for the transportation of the remains as baggage, and for the transportation and other necessary and reasonable expenses of an attendant, department transportation request with billing instructions changed as indicated above may be used for the purpose. The subsistence and other necessary and reasonable expenses of the attendant should be vouchered to the United States Employees' Compensation Commission.

In cases where the commission authorizes the transportation of an employee's body to his home there will be allowed in addition to the cost of transportation and \$200 for the usual burial expenses, only the necessary and reasonable expenses for embalming and for a hermetically sealed casket. But when embalming and a hermetically sealed casket are not required for transportation of the body these expenses will not be paid by the commission.

REGIONAL OFFICE

The regional office has administrative control and supervisory charge of the compensation for injury business of the region as a whole and is responsible for its expeditious and efficient conduct.

In the discharge of its obligations it will perform the following functions:

(a) Keep in touch with, promulgate throughout the region, and interpret the regulations, instructions, and changes in procedure emanating from the Compensation Commission, and follow up with inspection and personal discussion when visiting the forest and experiment station offices.

(b) Review and refer back to the Compensation Commission replies prepared by forest and experiment station units in response to direct inquiries by the commission.

(c) Record and transmit to the Compensation Commission memorandum copies of transportation requests with appropriate explanation when required.

(d) Take over from forest and experiment station the administrative handling of important cases which are considered legitimate and deserving but which have been tentatively disapproved by the commission, and persistently press for settlement by submission of new evidence, logical presentation of facts, explanation of unusual features, and other proper means.

(e) Receive, maintain a permanent record of, and audit all C. A. reports of cases arising in the region, and return defective papers for correction, completion, or amplification. Forward completed reports to the commission after stamping "Address communications to Regional Forester, Forest Service -----" in upper left-hand corner.

(f) Initiate, if necessary, and assist in preparation of essential reports in cases of injury suffered by members of the regional office personnel, and otherwise handle such cases in accordance with procedure outlined for Forests in so far as applicable.

(g) Route through the Forester's office only unusual cases which may be of interest to the service at large, or may be productive of complaint and possibly involve action by a Member of Congress. Copies of important correspondence should accompany such cases in order that the Forester may be prepared to answer inquiries, if any.

Audit of Case Reports.

Sufficient audit of reports will be made to insure the furnishing of all essential information and a complete presentation of the facts. In addition, reports subsequent to Form C. A. 2 should be checked to see that the name and the date, cause and nature of injury agree with the data on Form C. A. 2, to avoid any misunderstanding concerning the relation to the same case.

Record of Case Reports.

The following will constitute the minimum record in the regional office and may be maintained on cards or letter-size sheets: Name of employee; rate of pay (including notation as to value of subsistence furnished in addition to stated wage, or amount deducted for subsistence or quarters); character of work; time, cause, and nature of injury; dates of forwarding C. A. reports of injury, termination, death, etc.

Filing.

While individual case folders are not required, all papers relating to each case will be stapled together and retained in a current file in order of name of claimant. Alphabetical guide cards should be used. Each case as closed will be transferred to a permanent consolidated file similarly arranged.

Annual Report.

The regional forester will submit to the Forester by January 15 of each year a report of all new cases sent to the Compensation Commission during the previous calendar year. The report should be classified by kind of injury

under the following and other appropriate headings: Injury to (1) leg, (2) arm, (3) hand, (4) foot, (5) eye, (6) body burns, (7) back, (8) rupture, (9) poison oak, (10) killed, etc. No cases should be grouped under miscellaneous. Each injury, even though involving the same person, should be treated as a separate case. This report can readily be compiled from the individual case records.

WASHINGTON OFFICE

The Washington office will exercise general supervisory control over all compensation for injury matters, and with respect to those which have a service-wide bearing, will issue such instructions as will tend to increase the efficiency and standardize the practice of the regions.

While full responsibility rests with the regions in handling compensation cases to see that all legitimate claims are established and accepted, the Washington office will lend its support in the more difficult cases through personal contact or otherwise with the commission, when such action is requested and deemed desirable.

It will handle complaints addressed to the Secretary or Forester and reply to inquiries received from Members of Congress.

It will maintain no case files other than those which relate to cases that are referred to it by the regions and those which pertain to injuries suffered by its own personnel.

The annual reports received from the regions will be reviewed, combined, and transmitted to the department.

COMMISSARY^a

Regulation A-4 of the "Administration and protection" section of the manual provides that "horse feed, equipment, food, articles of clothing, tobacco, and other personal supplies may be furnished employees, the cost of same to be deducted from their wages," the regulation being in accordance with and authorized by section 4 of the act approved March 3, 1925.

Purchases of commissary fall in two general classes:

(1) Special purchases made by temporary employees direct from merchants of articles included in Regulation A-4, and (2) purchases of articles regularly carried by the commissary, or of articles purchased especially by the commissary for certain individuals.

Direct from Merchants.

All purchases of the first class must be specially authorized on Forms 414 and 414a. These forms register so that in preparing them carbons may be used. Form 414 will serve as a requisition and receipt to the merchant and will be signed by the supervisor or officer in charge and countersigned by the temporary laborer to acknowledge receipt of the articles. It will then be delivered to the merchant furnishing the supplies and by him attached to the Form 1034 voucher on which payment is claimed. The supervisor will file it permanently with the memorandum copy of the 1034.

Form 414a will be retained by the issuing officer as a record of the articles furnished temporary laborers in lieu of wages due. This form will be attached by the supervisor to the time slip and filed permanently in the supervisor's office. It will not be signed by the laborer.

Commissary Stores in Field.

Where supplies are issued under Regulation A-4 from commissary stores in the field to temporary employees, the items will be listed in the time book, and when the time slip is furnished to each laborer the items issued to him will be recorded on the reverse of the slip, the statement of time allowed and supplies issued to him to be signed by the laborer.

Where a system of line or subcamps is used, the quartermaster being stationed at the headquarters camp, personal supplies sent out by pack train or otherwise will be invoiced to the camp manager or timekeeper at each subcamp. The invoice receipts by the camp manager or timekeeper will be returned to the quartermaster. Supplies will be issued to the temporary employees by the camp manager or timekeeper as above, notation being made of such issue on the time book and on the back of the time slip. When the temporary employee presents his time slip to the paymaster the latter will see that appropriate deduction is made on the pay roll for personal supplies issued, as shown on the reverse of the time slip.

The paymaster, after completing the pay roll, will summarize the issues of personal supplies from these vouchers on a statement which he will certify to and send to the quartermaster.

Aside from the commissary stock carried in camps to supply the camp members it is not contemplated that a forest or other unit will carry any stock of articles for the purpose of issuance to members of the force. Procurements from central purchase or merchants other than for camp issuance should be limited to the filling of personal requisitions as received. If in emergencies supplies or articles of equipment carried in stock for Government use are issued to employees for personal use, prompt replacement will be effected, deducting the cost of replacement from the individual's salary or wages and charging the replacement purchase (including transportation and other related expenditures) to the fund from which the salary or wage deduction is made.

^aAmdt. No. 325, effective September 25, 1931.

Miscellaneous Use.

Commissary privileges are extended to employees in the regional and Washington offices, and on forests and experiment stations subject to certain fixed limitations and the observance of prescribed procedure. Under no circumstances will the privilege be granted to other persons through employees.

Articles Subject to Tax.

As a general rule articles subject to sales taxes imposed by State, city, or other political subdivisions (such as gasoline, oil, cigarettes, etc.), will not be purchased on Government contracts for issuance to employees under the commissary procedure, when purchases by the Federal Government are exempt from such taxes. The only exception permitted is that cigarettes and other smoking materials when subject to local taxes from which the Federal Government is exempt may be purchased for issuance as commissary at fire camps and other emergency camps and deductions from wages made on the basis of the price paid by the Government (that is, price exclusive of the local tax.)

Preparation of Vouchers.

Purchases made under Regulation A-4 will be stated on Form 1034 vouchers in the regular manner; other items will ordinarily be omitted from such vouchers. The vouchers should contain an explanatory statement to the effect that the purchases were made under Regulation A-4. They should be paid from the same appropriation from which the wages of the employees are payable and charged to the budget classification to which the employees' wages are chargeable.

In exceptional cases, where it is impracticable to avoid inclusion of commissary purchases on the same vouchers with purchases for other purposes, the voucher may cover both, provided the specific articles to be used for commissary are so designated on the voucher.

In taking up deductions on pay rolls for personal supplies furnished, notation should appear thereon to the effect that the deductions are made under Regulation A-4.

Salary Records.

In addition to entering pay-roll deductions for commissary on salary records a memorandum entry will be made in available columns of payments for commissary purchases and related transportation or other expenditures, showing for each entry the voucher or central purchase invoice reference.

Handling Money Prohibited.

Under no circumstances will commissary clerks or others accept money in payment for supplies, meals, or equipment issued under Regulation A-4. Any payments on account of commissary will be made directly to bonded fiscal officers accompanied by Form 861.

Nonemployees.

Payments made by nonemployees for commissary supplies, or for meals furnished by the service, will be credited to "Stores," symbol 5190; payments for meals will be credited to "Subsistence," symbol 5200.

Treat as Nonexpendable Property.

Commissary will be treated as nonexpendable property and the regional forester will provide an accountability record through which a check of purchases and issues of commissary can be maintained. This will be accomplished by charging each forest or other unit with all commissary supplies purchased by the unit or procured from a central purchase stock. The record will be kept in the regional office on Form 966 and on the forest or other unit on Form 331 and will be maintained by value only. Debit entries will be made from vouchers and central purchase invoices (or from related Forms 79 a-b) and from Forms 939 covering transfers from official supplies to commissary. Credit entries will be either (1) from Forms 858 or (2) from (a) service

vouchers or their related Forms 79a and (b) Forms 858 covering losses and transfers from commissary to official use. Under No. 1 Forms 858 in addition to being used for reporting losses will be prepared periodically (monthly, quarterly, or annually) to cover all salary and wage deductions during the period, showing by certificate number and amount the deductions made on each voucher.

On Form 966 there will be recorded with date, voucher number, central purchase invoice, or other reference (a) the value of procurements and transportation or other related costs and (b) credits for wage deductions and approved losses, the amount in the balance column indicating the remaining charge to the unit. Debit entries will be made (1) from purchase vouchers, central purchase invoices, vouchers covering transportation or other incidental costs, or from the related Forms 79 a-b, and (2) from Forms 939 covering transfers of official supplies to commissary. Credits will be entered for deductions from salaries and wages either from (1) the service voucher or related Form 79 a-b or (2) from Forms 858 submitted periodically itemizing such deductions. Credits for losses and transfers from commissary to official use will be made under either plan from approved Forms 858. When credits for wage deductions are made on Form 966 from Forms 858 the latter will be submitted by the unit to the regional office periodically in accordance with instructions of the regional forester.

The Form 331 will show, in addition to date and voucher number, central purchase invoice, or other reference (a) in black ink, debits for purchases and related costs and for transfers of official supplies to commissary and (b) in red ink, credits for wage deductions, approved losses and transfers from commissary to official use. Entries in the "Forest accountability" column and for individuals will be similar to property accounting entries except that values will be recorded instead of articles, using two or more vertical columns for each individual as found necessary. Debits will be entered from purchase vouchers, central purchase invoices, and vouchers for transportation or other costs, or from the related Forms 79 a-b and from Forms 939 covering transfers from official supplies to commissary. Credits for wage deductions will be entered from pay rolls or other personal service vouchers on which the deductions are made. Credits for approved losses and for transfers from commissary to official use will be entered from Forms 858. Credits for pay-roll deductions, in red ink, should equal for the individual the sum of all previous black-ink entries subsequent to the last clearing of his account. Credits to "stock" or to the stock account for a camp need not equal the existing debits, but the difference between debits and credits will ordinarily equal the value of such stock on hand. When commissary is stocked for camps the value will be entered under "Stock" or in a separate column for each camp, which column or columns will be decreased by red-ink entries for (1) personal service vouchers for temporary employees on which wage deductions appear, (2) issuances to members of the permanent or short-term force, which at the same time will be entered in black ink under the name of the individual to whom issued and (3) losses covered by approved certificates of loss on Forms 858. Should supplies procured for commissary be used for official purposes a Form 858 explaining such utilization will be submitted to the regional office as a basis for decreasing the charge to the unit; the unit will credit the forest accountability column and the stock or camp stock column affected. If supplies purchased for official use are later issued as commissary the value of such supplies will be taken up on the nonexpendable record for commissary and reported to the regional forester on Form 939.

A commissary return will be submitted at the end of the calendar year showing (1) the value of commissary on hand at the end of the previous year, (2) value of commissary received during the year (including supplies purchased originally for official use which have been issued as commissary), (3) approved credits for losses, (4) approved transfers from commissary to official use, (5) value of commissary issued for which wage deductions were made as indicated by approved personal service vouchers and (6) the value of commissary supplies on hand at the end of the year. The return will be supported by a statement itemizing the articles, with value, on hand at the close of the year.

Responsibility.

The responsibility for seeing that deductions are made from time slips or salary vouchers for supplies issued for personal use under the commissary procedure rests with the officer who issues the goods from stock or arranges for the purchase in the case of purchases made for individuals.

TRANSPORTATION

PASSENGER

Transportation requests in books of 5, series A, and books of 10, series B, will be supplied by the Forester upon requisition from the regional fiscal agent. The regional fiscal agent will be responsible for the proper safe-keeping of transportation requests prior to issuance by him, and they will be kept in the safe or vault in his office. The responsibility for proper use and safe-keeping of transportation requests will rest entirely with officers and employees to whom issued.

ISSUANCE OF REQUESTS

Form 1029 in the transportation request book constitutes the evidence of the authorized issuance of requests in blank to the traveler and must invariably be filled out and signed by the issuing officer; otherwise the requests will not be valid. In cases where the regional fiscal agent is in position to supply the traveler's name, as in the case of regional office travel, he will be the issuing officer; in the case of national forest travel and similar field units where several books of requests are supplied to the forest supervisor for distribution the supervisor will be the issuing officer.

A transportation request (Form 1030) becomes invalid when detached from its cover (Form 1028) unless the name of the traveler and routing are filled in and the request signed by the issuing officer. When a book is issued by an issuing officer, either to himself or to another officer, the left-hand certificate of Form 1029 in the front of the book should be completely filled out. Although an officer may not require as many as five blank requests for official travel, it will be necessary for him to be issued an entire book (preferably series A). When the memorandum copies (Form 1031) are returned to the issuing officer, the transportation book containing the excess or unused requests should accompany them. The issuing officer can then reissue the remaining requests in blank to another employee by completing the right-hand certificate on Form 1029; the requests still remaining unused after the second issuance, and not being required by the traveling officer to whom issued for subsequent use, should be returned to the issuing officer, as previously outlined. When the second process is completed, any requests which may still remain in books of 5 (series A) can not be used except by the issuing officer personally, unless the name of the traveler and routing are filled in and the request signed by the issuing officer. The book containing 10 requests (series B) provides for re-issuance on three occasions if need be instead of but one, as in the case of the series A book.

Officers may not borrow transportation request books from each other, but a supervisor or experiment-station director may issue a book of requests to a regional officer. Similarly, forest men are precluded from transferring requests from one to another unless authorized by the supervisor in writing on the Form 1029 bound in the book. In case of transfer of individual requests the officer to whom the book was issued should fill out the request completely as to name of traveler, routing, and signature in the place provided for issuing officer before delivery to the traveler.

To avoid waste in use, transportation requests may be issued in blank "Good until canceled." A check of the unused requests so issued at the close of each fiscal year calling in and canceling those no longer required by the authorized user should be made to accomplish the protection contemplated by the General Accounting Office regulations. When issuing requests, the words "Good until canceled" should be stamped in the blank in the upper left-hand corner. Requests should be issued "Good until canceled" only when issued in blank—that is, when the complete routing is not filled in by the issuing officer; if the name of the traveler only is written on the request by the issuing officer, it falls within the "in blank" class. In the case of members called upon to travel only infrequently, a definite "good until" date should ordinarily be supplied, not necessarily the close of the fiscal year, care being taken to allow ample time for the contemplated trip.

Requests issued to officers attached to the Washington office or to another region will be stamped for billing to the region chargeable with the expense. The regional fiscal agent of the region chargeable will be notified by letter of the action taken. Should a supervisor deliver a request with which he is charged to a visiting officer, prompt report of such fact should be made to the regional fiscal agent in order that record of the transfer may be noted.

All transportation requests forwarded by mail should be registered.

IDENTIFICATION CARDS

Special travel identification cards, Form 1033, will be furnished for identification purposes in connection with procuring transportation on Government requests. In the districts the district fiscal agent will issue them to the district office personnel, the forest supervisor to the forest personnel, and the director to the experiment station personnel. The district fiscal agent will also issue cards to the supervisors and experiment station director for their personal use.

Cards will be numbered in one series for each unit (district office, forest, experiment station, etc.). The Spokane warehouse or other similar group of employees, such as offices temporarily established in connection with large fires, may when considered necessary be treated as a unit and a designated member or members authorized to issue transportation requests.

The officer signing the Form 1029 in the book of requests and issuing the identification cards must be the same person, except in the case of supervisors and experiment station directors, whose identification cards are issued by the district fiscal agent, which does not preclude the issuance by such officers of books of requests to themselves.

The issuing officer should sign the identification card as such and also for the Forester. The traveler will sign across the end before using the card. Identification cards will be good until canceled. They will be returned for cancellation when an employee is separated from the service or when a transfer is made to another unit, where requests will be furnished him by another issuing officer. Similarly, when an issuing officer is transferred to another unit the identification cards issued by him on the unit which he is leaving should be returned and canceled as soon as the books issued by said officer are exhausted.

RECORDING

A record of identification cards issued will be kept by each unit on Form 19n. The district fiscal agent will keep a record of transportation books received in the district and supplied to units and reserved for district office use on Form 18, "Register of transportation request" books. The district fiscal agent will also keep a record of requests issued to the district office personnel using the forest Form 19e for the purpose; no such record will be maintained in the district office of requests used by forest and experiment station personnel.

SCRIP RECORD

In addition to the transportation request record, a detailed individual record on Form 266 or other approved form will be kept showing for each officer who purchases scrip the number of the book, its value, and use. A separate report on Form 33 should be prepared, in duplicate, for each book from which coupons are detached and submitted with Form 1012 (expense account). Books containing unused scrip after the period for which issued has expired will be forwarded to the district fiscal agent, who will credit the individual concerned and transmit the book to the transportation company for refund. (See "Fiscal regulations," pars. 44-48.)

LOSS

In most cases the Government is deemed responsible to the transportation companies for the value of a ticket issued on a request to an unauthorized person. In the event of carelessness on his part, the officer charged with the lost request will be required to reimburse the Government. No attempt should be made to use a request, previously reported lost, that may later be recovered. Such requests should be promptly returned to the district fiscal agent for cancellation. Immediately upon discovery of the loss or theft of a transportation request, a detailed report of the circumstances should be made for transmission to the division of purchase, sales, and traffic of the department for appropriate action.

DISTRICT TRAFFIC CLERK

When designated by the district forester, a member of the district fiscal agent's office will serve as district traffic clerk, whose duty it shall be to purchase tickets and reserve Pullman accommodations for district office members and others. The traffic clerk will be expected to keep himself posted on special or excursion rates, to be prepared to assist in routing travel, and to otherwise equip himself to advise as to the most economical satisfactory transportation service to be obtained in all cases.

FREIGHT AND EXPRESS ¹⁶⁸

Bill of lading, Forms 1058 to 1062, inclusive, will be secured by the district fiscal agent for the Ogden Supply Depot and furnished to forests and other units upon requisition. Before issuance he will stamp at the top of the form in the "Bill to" space the location of the fiscal office to be billed. When transportation charges are to be paid by another district, the billing instructions should be changed to agree.

Instructions governing the use of Government bill of lading forms are printed on the forms, and should be carefully followed.

Articles should be described on bills of lading by their commercial names, giving separately such weights, dimensions, and manner of packing as may be necessary to ascertain classifications and rates to enable recovery in case of loss or damage.

RECORDING

The district fiscal agent will maintain a record showing by inclusive numbers the bills of lading issued to forests and other organization units. This record in connection with the record of freight bills of lading scheduled, maintained on Form 19k, express bills of lading paid, and those of both classes held in the waiting file, will constitute a complete district bill of lading register, which will enable the district fiscal agent to answer queries concerning specific bills of lading, and will also serve as a check against duplicate payment.

BILLS OF LADING FURNISHED COMMERCIAL AGENCIES

To prevent improper use, bills of lading furnished to vendors will ordinarily be filled out, as far as practicable, but should not be dated. The date at the top and not the date of accomplishment is usually used by the General Accounting Office in determining the fiscal year chargeable. Only in exceptional cases will Government bills of lading be issued to vendors in blank. In preparing a bill of lading for use of a vendor or contractor, an extra copy will be made on Form 1058a, unnumbered memorandum bill of lading, and furnished for retention by him.¹⁶⁸

BILLS OF LADING FURNISHED OTHER BUREAUS OR DEPARTMENTS

When in an emergency a Forest Service bill of lading is used by some other bureau or department, the transportation costs being chargeable to the other organization, the words "U. S. Department of Agriculture, Forest Service," printed in the "Bill to" space at the top of the form will be changed to the name of the other bureau or department and the billing address noted in the same space by rubber stamp lined out.¹⁶⁸

SUBMISSION OF MEMORANDUM COPIES

Memorandum copies of used bills of lading will be promptly forwarded to the district fiscal agent accompanied by Forms 79a and 79b. An extra copy on yellow paper should be made, by carbon process when practicable, for the forest voucher file, which will be destroyed upon receipt of "paid" memorandum bill of lading from the district fiscal agent.

DAMAGE OR SHORTAGE

Government Shipments.

In all cases where possible a consignment should be inspected at time of delivery and damage or shortage, if any, with value, entered on the original bill April, 1929.

of lading by the employee who checks the shipment before surrender of the bill of lading. Similar notation should be made on the face of the memorandum bill of lading. When damage or shortage is not discovered until after the original bill of lading has been surrendered the matter should be immediately reported to the agent of the transportation company by letter, extending the privilege of examination of shipment, proper notation made on the memorandum bill of lading, and a copy of the letter forwarded to the regional fiscal agent. If the memorandum bill of lading has been transmitted to the regional fiscal agent, the notation on the memorandum will be made by the regional fiscal agent upon receipt of the copy of the letter to the agent of the transportation company.

^a Claim for loss or damage.—The forest or other unit receiving a short or damaged shipment will present a claim to the transportation company through the local agent in the form required by the company. The carrier should be instructed to draw its remittance payable to the regional fiscal agent and mail it to that officer. When forwarding the memorandum bill of lading to the fiscal office the unit will attach a memorandum showing that claim has been filed, date of filing, and amount claimed, giving therein a description of the lost or damaged property covered by the claim. If claim is not filed until after the memorandum bill of lading has been forwarded the fiscal office will be advised by letter.

When loss or damage occurs, on a shipment covered by commercial bill of lading for which cash payment is made claim will be filed in the same manner and the regional fiscal agent notified by letter. When a shipment on commercial bill of lading consists of goods purchased for delivery f. o. b. destination the firm from which purchased should be required to make suitable repairs or replacement before the purchase voucher is certified for payment, in which event the Forest Service will file no claim with the transportation company.

Adjustment of claim.—If for any reason the transportation company fails to make satisfactory settlement within a reasonable time the regional fiscal agent will request the Comptroller General to effect adjustment, which may be accomplished by set-off or otherwise.

Household Goods.

In the case of damage or shortage occurring in the shipment of household goods of forest officers on Government bills of lading the same procedure as defined for Government shipments should be observed. The forest officer should promptly file claim direct with the claims department of the railroad or steamship company. When the bill of lading is vouchered for payment by the carrier the regional fiscal agent will determine from the forest officer whether his claim has been adjusted, if one was filed, and if not adjusted will temporarily defer scheduling the carrier's bill pending action on the claim. In exceptional cases, when settlement is refused by the transportation company, recommendation may be submitted to the General Accounting Office looking to the issuance of two checks in payment of the carrier's bill, one in favor of the forest officer for the amount of the damage or loss and the other in favor of the carrier for the balance.

CONTRACT SHIPPING POINT ^b

The contract shipping point will be inserted on all bills of lading covering shipment of goods purchased on bid or other written contract, and on bills of lading for open-market purchase when there is a definite understanding as to the shipping point on which the purchase price is based. If point of shipment differs from the contract shipping point, the receiving office will ascertain the amount of freight on the same goods from the contract point to destination; copies of a memorandum showing the charges from (a) the actual shipping point and (b) the contract shipping point will be attached to the memorandum bill of lading and to the purchase voucher.

^bAmdt. No. 326, effective September 25, 1931.

Adjustment of Charges.

When the actual charges are the greater, the difference will be recovered by deduction from the purchase voucher or otherwise.

Certificate of Adjustment.

The regional fiscal agent's office when auditing the freight voucher will make a notation on the original bill of lading (1) to the effect that the freight charged from the shipping point is no greater than from the contract point, (2) that the excess charges have been adjusted through deduction from the voucher, giving voucher reference and date of payment, (3) that the excess charges have been collected from the contractor with citation of the certificate of deposit, or (4) that the effort to adjust has been unsuccessful, with appropriate explanation of the attempts made to recover from the contractor.

EXPRESS SHIPMENTS ON COMMERCIAL BILLS OF LADING

Shipments on which the Government is to pay the express charges should always be made on Government bill of lading. When for any reason Government bill of lading is not used in making the shipment the consignee will acknowledge receipt of the shipment by executing the "Consignee's certificate of delivery" on the original of a Government bill of lading blank (standard Form 1058) which will be delivered to the transportation company's agent. The papers evidencing the contract of shipment, such as the company's record of delivery or the commercial bill of lading, will be attached to the standard Form 1058. This "dummy" form will not be completely filled out but will bear a notation briefly identifying the supporting paper or papers attached. These supporting papers will also be identified with the Government bill of lading form by noting on each the serial number of the Government bill of lading to which it is related. The consignee's copy of the notice of delivery or other papers will be attached to the memorandum copy of the "dummy" bill of lading (standard Form 1058a). If the supporting papers do not contain complete data concerning the shipment, such additional information as is desirable for the Forest Service record will be noted on the memorandum (Form 1058a). The procedure for the original and memorandum of the "dummy" Government bill of lading is the same as for bills of lading on which shipment is made, including notations of loss or damage, filing of claims, preparation of Forms 79a-b, etc. No use is made in these cases of the shipping order (Form 1059) which should be destroyed.

Cash payments for express shipments should not be made unless unavoidable; charge slips are not to be employed in any case. Temporary receipt Form 1060 should never be used to accomplish delivery of a shipment made on commercial bill of lading.

LOST BILLS OF LADING

In the event the original and memorandum bills of lading have not been received when the shipment arrives, delivery can be had by furnishing the station agent a temporary receipt. Form 1060, duly completed. Use of the temporary receipt form will be limited to cases where prompt delivery of shipment is important and the bill of lading is lost or has not been received.

The "certificate in lieu of lost bill of lading," Form 1061, is to be issued by the consignor upon notice that the bill of lading is lost and after execution by the consignee will be delivered to the transportation company. Where a temporary receipt has been used for procuring delivery of the shipment, that fact will be indorsed on the lieu certificate before its delivery to the transportation company. The temporary receipt and lieu certificate will be attached and forwarded by the carrier with its claim for payment. A lost bill of lading found will be sent to the regional fiscal agent, where it will be substituted for the lieu certificate if the voucher has not been submitted for settlement; if found after the voucher has been forwarded, the fiscal agent will transmit it to the General Accounting Office.

DEMURRAGE AND STORAGE

Where demurrage (carload) or storage (less than carload) charges accrue on a shipment made on Government bill of lading, the original bill must be supported by the station agent's certificate showing (1) the date and hour consignee was notified shipment had arrived, (2) the date and hour consignee was notified car was placed for unloading, if carload shipment, (3) the date and hour car was released or shipment received by consignee. This statement must be approved by the consignee, or his authorized agent, who will furnish a statement explaining fully the delay, which statement should accompany the memorandum bill of lading when submitted to the regional fiscal agent.

Demurrage is reckoned by days from 7 a. m. to 7 a. m. beginning 48 hours after the first 7 a. m. subsequent to the placement of the car.

Storage is reckoned by days on the basis of free time allowance as fixed by the published tariffs of the particular carrier. Ordinarily 48 hours, free time is allowed for the removal of the shipment from the railroad premises on all commodities except dangerous explosives. For explosives only 24 hours' free time is allowed.

For both demurrage and storage legal holidays and Sundays are excluded, and when a legal holiday falls on a Sunday the following Monday is not counted.

Charges for demurrage and storage should be included in the carrier's bill with the transportation charges.

If claim for demurrage is made after the freight bill has been paid the supplemental voucher should have cross reference to the original bill, quoting transportation company's bill number, department voucher number, General Accounting Office settlement number and date. If notice of payment of the freight bill has not been received it will be sufficient to make reference on the supplemental voucher to the schedule by number and date.

REPORT OF SHIPMENTS

The regional fiscal agent will prepare at the close of each month a report on Federal Traffic Board Form No. 9 of all Government shipments by freight weighing 500 pounds or more, securing the necessary data from Form 20. No report on shipments by parcel post or express is necessary. The reports should be prepared in triplicate by calendar months, a separate report being required for each month involved, the original and one carbon being mailed to the Forester not later than the 7th of the succeeding month.

PERSONAL AND TRAVEL IDENTIFICATION AND TELEGRAPH FRANK CARDS¹⁶⁸

The regional fiscal agent will have a personal identification card (Form 226) prepared and will procure Postal Telegraph frank cards, if necessary, for such members of the region as the regional forester may designate. The Western Union Telegraph Co. does not issue frank cards; their agents will accept the personal identification card of the Forest Service. Local offices of the Western Union may issue "collect cards," which authorize the acceptance of collect messages presented by the person designated. Its use will obviate requests for cash guarantee deposits at offices where the holder is not known. Such cards may be secured when considered advisable.

The regional fiscal agent will also prepare and issue travel identification cards to the regional office personnel, supervisors, and directors of experiment stations as required by the instructions relative to the issuance of Government transportation requests.

The number of the personal, travel, and telegraph cards will be recorded on the individual salary cards (Form 21c) or the personnel record cards (Form 23). The regional fiscal agent will recover all cards from members leaving the service. The supply of blank personal identification cards will be kept in the safe in the regional fiscal agent's office. Correspondence regarding telegraph franks will be handled by the regional fiscal agent direct with the telegraph company.

When a member is assigned to special work or investigations of a confidential character where the personal identification card is not considered sufficient to enable the officer to discharge his duties to the best advantage, the regional fiscal agent will prepare for the regional forester's signature an appropriate letter of identification for the officer's use from memorandum provided by the assistant regional forester or other administrative officer.

^a Amdt. No. 97, effective Jan. 1, 1928.

EXAMINATION OF VOUCHERS ¹³²

FIELD

Preparation.

Before submitting vouchers to the district fiscal agent for payment, they will be reviewed to ascertain whether the full facts are intelligibly and truly stated, whether all necessary signatures and stamps have been affixed, when a numbered contract is involved that appropriate reference is made thereto, that bids, exigency statements, or other necessary papers are attached.

This examination will often obviate the necessity of return of the voucher by the district fiscal agent for correction or additional information. The return of vouchers necessitates additional work on the part of everyone concerned, and directly delays payment of the particular voucher as well as other vouchers indirectly.

Audit.

As experience and training of the clerical personnel in forest and experiment station offices permit, responsibility for the audit of vouchers may, in the discretion of the district forester, be delegated to forest clerks. This has particular application to the arithmetical phase of the audit, additions and extensions, but may be broadened in special cases to cover the audit against the fiscal, travel, and other regulations, letters of authorization and other similar guides designed to control the expenditure of funds. The audit for compliance with statutes, provisions of appropriation bills, departmental orders, and decisions of the Comptroller General will not be delegated.

DISTRICT OFFICES ¹³²

Except as above provided all vouchers will be examined for correctness of preparation and certification and for compliance with the statutes, terms of the appropriation, fiscal and other regulations, letters of authorization, the opinions of the solicitor of the department, and the decisions of the Comptroller General. No account will be paid unless properly authorized, and unless there is a sufficient balance in the allotment from which payment is to be made.

With the view of keeping the field informed respecting the trend of Comptroller General decisions and to avoid unnecessary disallowances, district fiscal agents will supply forests, experimental stations, and other units monthly, quarterly, or semiannually with briefs or synopses of decisions applicable to Forest Service work. Such explanatory remarks as appear necessary should be added to avoid possible misinterpretation.

Semiannually or annually a comparative statement by forests and other units will be distributed showing (1) the number of vouchers received from each unit, (2) the number by classes returned to each unit for correction or additional information, using the classification on Form 57 for this purpose, (3) the percentage of vouchers returned by units, and (4) the number and percentage of vouchers returned by classes without regard to individual units.

Pay rolls and salary vouchers (Forms 1013, 1013d, 2, and 3) will be checked against the appointment and salary-payment record. Where temporary laborers are included, the payment will be checked against the authorization and allotment. If services are reported in classified or excepted positions (Groups 1 and 2), for one day or more, record will be made on the labor card, Form 272. Labor cards will not be maintained for unclassified positions (Group 3) unless specifically called for by the Forester.

Reimbursement vouchers (Form 1012) must be covered by letter of authorization and allotment, and, if nonexpendable or semiexpendable supplies are purchased, must be accompanied by Form 939. After examination the Form 939, showing voucher number and date of payment, will be referred to the property audit clerk. Payments to temporary employees, if any, in classified or excepted positions will be recorded on card Form 272. Transportation requests used as indicated on the back of the form will be checked against the transportation request record, special attention being given to requests used for Pullman accommodations. Where two or more requests are used on apparently continuous trips, between objective points and involving charges in excess of through rates, the circumstances should be investigated to determine if the travel was on through railroad ticket, and in fact continuous; and if so, the reason for not purchasing through Pullman accommodations on one request should be determined. Memoranda stating the facts will be attached to the related Form 79a to permit of proper audit of the Pullman bill when received. The use of scrip will be entered on the scrip cards, Form 266, or approved substitutes.

Purchase and service other than personal vouchers (Form 103½).—Both original and memorandum copy will be examined and must agree. If the voucher is rendered under a contract, it will be examined for compliance with the terms of the contract and to see that it bears a reference to the contract by number and date for numbered contracts; and for unnumbered contracts shows that the contract is attached to the voucher. When the agreement accompanies the voucher the abstract will also be examined before passing the voucher for payment. After payment, the memorandum copy of purchase voucher showing voucher number and date of payment will be referred to the property audit clerk for action.

Vouchers covering the repair of Government equipment, the laundry of Government articles, etc., will bear the indorsement "Government property"; purchases of equipment or furnishings personal in character, not under Regulation A-4, must be fully justified as provided in paragraph 70 of the fiscal regulations; sufficient statements of emergency must accompany all vouchers covering the purchase of contract articles from other than the contractors.

Each district fiscal agent will maintain a table of telegraph rates between the district office and forest headquarters for use in verifying telegraph vouchers.

Rent vouchers will be examined for compliance with the terms of the lease, appropriation charged, etc. The district fiscal agent will submit to the district forester on March 15 of each year a report showing the status of all active leases.

Refund vouchers (Form 1049) will be verified by reference to the record of deposit or deposits covering the collection on account of which the refund is claimed. Notation of refund with amount and date should be made in the district fiscal agent's office on the stub of Form 861 as an aid in preventing possible duplicate payment.

Advertising vouchers (Form 1054) will be examined for compliance with request to publish, sworn statement of rates, dates of publication, etc.

State cooperative vouchers (Form 382 and 474) will be examined for compliance with the terms of the cooperative agreement, appropriation charged, etc.

Passenger, express, and freight vouchers (Forms 9, 15, and 18).—Accounts in payment of passenger, stage, Pullman, and express service will be examined and paid by district fiscal agents. In the examination of Pullman accounts, where it is found that two or more requests have been used for Pullman accommodations in connection with continuous travel performed on through railroad ticket, the excess of combined charges, if any, over the through rate should be deducted when the circumstances warrant, and the Pullman company advised in the usual manner.

Freight accounts will be vouchered by the carriers to the district fiscal agent indicated on the margin of supporting bills of lading. After fiscal examination and administrative approval they will be scheduled and forwarded to the Forester's office in accordance with the instructions under preaudit and direct settlement. Before these accounts leave the district fiscal agent's office they will be entered on Form 19k by units, appropriations and subappropriations, Forms 79a-b being retained in a temporary file pending receipt of notice of settlement. All other entries on the records of the district fiscal agents' office will be made upon receipt of notice of settlement, at which time Form 79a stamped "paid" and the memorandum copies of bills of lading will be returned to the units to which chargeable.

In examining freight accounts the following points should be given particular attention:

(1) See that the supporting bills of lading are properly accomplished and that all data necessary to ascertain classifications and rates, such as date of shipment, points of origin and destination, description of shipment, weights, dimensions, manner of packing, etc., are given.

(2) Bills of lading accomplished in favor of one carrier but supporting the claim of another should be accompanied by a properly executed waiver in favor of the payee carrier.

(3) All bills of lading not properly chargeable against the Forest Service should be deleted and returned with notice of deduction on account of such deletion.

(4) All notations appearing on the reverse of bills of lading of shortage or damages should be investigated and proper explanations or remittances to cover damages secured before the account is scheduled for payment. Collections made on account of lost or damaged property should be deposited to the credit of "Miscellaneous receipts, Government property lost," or "Miscellaneous receipts, damages to Government property," as the case may be, or to the proper appropriation. When collection is made, notation should appear on the voucher or memoranda attached thereto sufficient to satisfy the General Accounting Office that Government interests have been safeguarded.

(5) When collection is not effected and deductions which can not properly be placed to the credit of an appropriation are to be made from the transportation bill, with or without the concurrence of the carrier, the voucher should be approved and scheduled in the full amount and a memorandum to the General Accounting Office attached requesting that the amount of the deduction be placed to the credit of the appropriate miscellaneous receipt fund and the remainder paid the claimant.

(6) When the deduction may properly result in a credit to the appropriation the voucher should be approved for the net amount only, and a letter attached for the information of the General Accounting Office stating that the articles damaged or lost have been repaired or replaced at the expense of the Government, making reference to the voucher covering the payment and explaining that the appropriation to be benefited by the deduction is the same as that from which the repairs or replacement was paid. If the amount to be deducted because of damages or loss is greater than the total freight charges payable from the appropriation involved, settlement of the account may be deferred until another voucher is received from the same company covering sufficient items against the appropriation to permit of the deduction.

(7) Supplemental voucher should bear cross reference sufficient to permit the General Accounting Office to identify it with the original claim, viz, carriers original claim number, name of disbursing officer paying the claim, number of voucher, and date of payment.

(8) In scheduling accounts only the major appropriation symbol numbers assigned by the General Accounting Office should be indicated. In stamping the appropriation titles on vouchers, however, the subappropriation titles should be shown in keeping with the regular practice; the stamps should be impressed on the back of the vouchers, attaching bills of lading and other related papers to the front. Whenever the appropriation distribution shown on the backing is insufficient to enable the General Accounting Office to determine the major appropriation or appropriations with respect to any individual bill of lading the necessary supplemental information should be noted on the face of the voucher in the "Remarks" column. The backs of the vouchers should be appropriately briefed in all cases.

Approval.

After fiscal examination and before payment vouchers will be referred to the chiefs of office concerned for administrative examination and approval. Chiefs of office will approve and return the vouchers the same day, if practicable. Memoranda will be supplied the district fiscal agent of vouchers withheld, if any. Vouchers should not be certified and approved by the same officer or employee unless specifically authorized by regulation.

Review.

After approval and return, vouchers will be reviewed to make certain that changes, if any, recommend by the approving officers do not conflict with the fiscal regulations or decisions of the Comptroller General, that the amount to be paid is clearly shown, that the correct appropriation stamps are affixed, and that each voucher has been properly signed. No review of the computations, extensions, etc., checked in the original examination will be made.

Vouchers upon which disallowances or suspensions have been made will be referred to the district fiscal agent or member of his office designated by him for preparation of the necessary letters relative to the changes made. When addressed to the payee such letters will be sent through the supervisor concerned with an extra copy for his files; when addressed to the supervisor an extra copy should be provided for the information of the payee.

Temporary special disbursing agents and special deputy fiscal agents will audit the vouchers paid by them for compliance with the fiscal and other regulations governing the classes of payments they are authorized to make. A review of their vouchers will be made by the district fiscal agent after payment, upon receipt at his office, and attention called by letter to any discrepancies or erroneous procedure, for guidance with respect to future payments. Credit will be allowed the agents in the amounts that their vouchers are administratively approved by the district forester.

Responsibility.^a

In the final analysis disbursing officers are responsible to the Treasury under the terms of their bond for erroneous payments. Ordinarily their recourse is to the payee or the administrative officer certifying the voucher, depending upon the character of the discrepancy. The voucher-examining clerks in the district fiscal offices will be expected to assume responsibility for erroneous payments, not otherwise collectible, resulting from failure on their part to detect mechanical errors, such as computations, extensions, nonobservance of fiscal or travel regulations, etc.

SETTLEMENT BY SET-OFF

At the instance of the Comptroller General vouchers in favor of individuals, firms, or corporations found to be indebted to the United States will be forwarded to the claims division of the General Accounting Office for set-off against the indebtedness. Certificates of settlement of such accounts will issue in the regular manner. This does not apply to indebtedness of employees, in which cases district fiscal agents will make the required adjustment.

^a Amdt. No. 98, effective Jan. 1, 1928. (68-D)

WASHINGTON OFFICE

GENERAL ACCOUNTING OFFICE SETTLEMENTS

Freight vouchers and other accounts submitted by the regions for preaudit by the General Accounting Office and payment by the department disbursing office or for direct settlement by the General Accounting Office will be given a cursory review, the administrative approval, appropriation data, general compliance with prevailing instructions and policies being noted, but no intensive audit made.

A register of bills of lading of the Washington office and subordinate units will be maintained in sufficient detail to check possible duplication of payments and to trace the full transactions when the need therefor arises.

REGIONAL FISCAL AGENTS' SETTLEMENTS

Occasionally a portion of the vouchers paid by a regional fiscal agent during a quarter will be reviewed in the Washington office as an aid in determining that uniform procedure prevails throughout the service with respect to the various classes of purchases, services, and other expenditures, use of appropriations, and subappropriations, and fiscal procedure generally.

PREAUDIT AND DIRECT SETTLEMENT¹³³

^a The following classes of claims will be submitted to the General Accounting Office for preaudit or direct settlement:

- (1) Accounts for freight transportation over common carriers.
- (2) Accounts for express transportation wholly or partly over land-grant railroads; all express accounts of Washington office and region 7.
- (3) Vouchers in favor of persons (other than employees), firms, or corporations indebted to the United States for which recovery of indebtedness is to be accomplished through set-off.
- (4) Vouchers payable to representatives of persons deceased or adjudged incompetent.
- (5) Vouchers involving doubtful questions of law or fact or uncertainty as to interpretation of comptroller's decisions, except where the circumstances make it advisable to present the claim for advance decision as a means of establishing a definite understanding for future guidance.
- (6) Vouchers payable from lapsed appropriations regardless of whether or not a sufficient balance remains in the appropriation.
- (7) Washington office vouchers for passenger transportation and Pullman accommodations. (Region vouchers in these classes will be paid by the regional fiscal agents, except for region 7, which will be paid by the department disbursing office without preaudit.)
- (8) Uncashed checks in favor of persons deceased or adjudged incompetent.

FREIGHT VOUCHERS

Common-carrier vouchers payable wholly from appropriations in the general-fund account and those payable partly from general-fund and partly from special-fund appropriations will be scheduled together. Vouchers payable wholly from special-fund appropriations will not be included on the same schedule as general-fund and mixed-fund vouchers, a separate schedule being necessary for the vouchers payable wholly from special-fund appropriations.

^a Amdt. No. 289, effective July 22, 1930.

Segregation of Vouchers for Scheduling.

^a Vouchers of common carriers will be scheduled on standard Form 1064, schedule of disbursements, a separate schedule being prepared for the vouchers pertaining to each freight classification district—eastern, western, and southern, defined as follows:

The eastern division may be described as including all lines east of Chicago and St. Louis and north of the Ohio and Potomac Rivers (the Trunk Line, New England and Central Freight Association territories), including the Chicago & Alton and the Wabash, but excluding the Richmond, Fredericksburg & Potomac Railways.

The western division includes all lines west of Chicago, St. Louis, Memphis, and New Orleans (in Western Trunk Line and Southwestern and Transcontinental Freight Bureaus), excluding the Chicago & Alton, Wabash, and the Illinois Central Railways.

The southern division includes all roads east of the Mississippi and south of the Ohio and Potomac Rivers (Southeastern, Mississippi Valley, and the Southern Freight Association territories), including the Illinois Central and the Richmond, Fredericksburg & Potomac Railways.

The destination or terminal zone will determine the classification district in which the voucher is to be scheduled.

Vouchers of carriers indebted to the United States will be submitted on separate schedules, as settlement of such accounts is made by set-off rather than preaudit.

Freight vouchers payable from lapsed appropriations and claims for freight stated in the name of individuals or firms other than common carriers will be scheduled as provided under "Miscellaneous vouchers." This applies also where the claim consists only of freight paid to a common carrier by the claimant for which reimbursement is sought.¹⁶⁹

Preparation and Forwarding of Schedules.^b

The original and four copies of the schedule form will be forwarded to the Forester's office, a fifth copy on yellow paper being retained as a memorandum pending return of the first copy after settlement is effected. The Washington office will detach one copy, transmitting the original and three copies to the General Accounting Office.

The regional office schedule and claim numbers will be entered in the spaces "Bureau Schedule No." and "Bureau Voucher No." The blank following the word "Date" will not be filled in by the district; the schedules will be dated in the Washington office.

Each schedule will be summarized on the back by appropriation.

Schedules may be forwarded as frequently as desired, it being unnecessary to delay submission until a schedule form is completely filled. When approved vouchers are on hand for more than one transportation district all schedules should be forwarded at one time, although some sheets may be completely used and others contain comparatively few items.

Notice of Settlement.

When the vouchers approved by the General Accounting Office are paid by the department disbursing office one copy of the schedule showing the disbursing clerk's voucher numbers, corrections in amounts or appropriations, and items deleted for separate settlement, is returned to the Forester. After noting the voucher numbers and corrections on the Washington office copy, the copy returned by the disbursing clerk will be forwarded to the region concerned. Payments will be recorded on the Washington office ledger accounts at this time.

Deleted vouchers, when approved by the accounting office, may either be (1) paid by the disbursing office on preaudit basis, (2) paid by the disbursing office on certificate, or (3) paid by the General Accounting Office or Treasury.

^a Amdt. No. 218, effective October, 1929.

^b Amdt. No. 219, effective October, 1929.

When paid by the disbursing office on preaudit basis copy of the disbursement schedule will be forwarded to the region. When settled on certificate (Nos. 2 and 3) payment will be reported to the region currently by letter.

When a voucher deleted from a schedule is settled, notation of the settlement will be made on the copy of the original schedule, both in the Washington and regional offices, showing the amount for which paid and the disbursing office voucher number; when settled on certificate, the number and date of the certificate will be entered. Notation of the appropriation charged will also be made if different from the scheduled appropriation.

PASSENGER TRANSPORTATION, PULLMAN AND EXPRESS VOUCHERS

Washington office vouchers for passenger transportation, Pullman, and express will follow the same preaudit procedure as prescribed for freight vouchers, each schedule being limited to vouchers of a single class.

In region 7 express vouchers will follow the preaudit procedure. The passenger transportation and Pullman vouchers for region 7 will be paid by the department disbursing office without preaudit, and will be scheduled for payment with other regular disbursement vouchers.

In the western regions vouchers for passenger transportation and Pullman will be paid by the regional fiscal agent, and express vouchers not involving land-grant deductions may likewise be paid by him. Express vouchers for which there is land-grant deduction will be scheduled for preaudit, and at the option of the region all express vouchers may follow such procedure.

MISCELLANEOUS VOUCHERS¹⁶⁹

Active Funds.

Each voucher of this character submitted for direct settlement will be accompanied by a schedule on department Form 42, which should be addressed to the General Accounting Office, claims division, and prepared for the signature of the director of personnel and business administration.

The original and three copies (four copies for vouchers in favor of representatives of deceased employees) will be forwarded to the Forester, and an additional copy on yellow paper held by the region as a memorandum. The Washington office will forward the original and one copy (two copies when in favor of representatives of deceased employees) through the department disbursing office to the director of personnel and business administration, retaining two copies until notice of settlement is received, at which time one of the retained copies bearing notations as to payment and corrections will be mailed to the region concerned. The extra copy for vouchers payable to representatives of deceased employees will be filed in the division of appointments for use in connection with the application for payment of accumulated retirement deductions.

Lapsed Funds.

Vouchers payable from lapsed funds, including also freight and other transportation company vouchers, will be scheduled on department Form 42 in the same manner as vouchers involving active funds except that the schedule will bear the following statement:

"Sufficient funds, over and above all other payments or certifications for settlement by this department, have been carried from this appropriation to the 'Surplus fund' to warrant the settlement and certification of this claim to Congress."

The vouchers and schedules will be numbered in the regular series. When notice of approval is received from the General Accounting Office, the region will be advised, which will end the transaction so far as the Forest Service is concerned, as notice of appropriation and payment will not be furnished. These vouchers need not be entered on the books, but a memorandum entry may be made if desired.

CHECKS IN FAVOR OF PERSONS DECEASED OR ADJUDGED INCOMPETENT

Uncashed checks which can not be paid because of the death or incompetency of the payees will be forwarded to the General Accounting Office accompanied by G. A. O. Form 1055 and a schedule on department Form 42. When G. A. O. Form 1055 covers both checks and an unpaid claim the schedule will be prepared for the unpaid claim as in the case of "Miscellaneous vouchers." Following the entry of the unpaid claim and appropriation chargeable, the checks will be listed under a heading "Uncashed checks as follows." The list of checks will show (1) check numbers, (2) name, title, and disbursing symbol of the fiscal officer drawing the checks, and (3) the amounts.

When checks only are included in the G. A. O. Form 1055 the portion of the schedule relating to amount of claim and appropriation chargeable will be disregarded and the list of checks entered.

The procedure for handling these schedules will be the same as outlined under "Miscellaneous vouchers."

NUMBERING OF SCHEDULES AND CLAIMS

"Schedules on standard Form 1064 and department Form 42 will be numbered consecutively in one combined series for each region, the serial number being preceded by the number of the region and a dash; for example 5-101 for region 5 Schedule No. 101. This number will be placed in the space "Bureau Schedule No." on standard Form 1064 and in the upper left-hand portion of department Form 42. The claim number will include the number of the region as the first digit (for example, 4283 for region 4, claim No. 283) and will be placed in the "Bureau Voucher No." column on standard Form 1064 and in the body of department Form 42. The series of numbers for the schedules and claims will run by fiscal year. When two or more sheets of standard Forms 1064 are prepared at one time, each will be considered a separate

"Amdt. No. 98, effective Jan. 1, 1928.

schedule and given a number so that each schedule will consist of but one sheet.

In the case of vouchers of common carriers the bill number of the common carrier will be entered in the "Paid to" column in addition to the name of the carrier.

LETTERS OF AUTHORIZATION AND ALLOTMENT

No expenditure of funds appropriated for the Forest Service may be made unless authorized by the Secretary of Agriculture, which authority may be direct or delegated.

This is accomplished (1) for authorization—principally by regulation defining the authority granted to all bureaus and (2) for allotment—by the Secretary's approval of the appropriation apportionment sheets (standard Form 12) setting aside specific sums by quarters for carrying out the terms of the authorization. Authorizations supplemental to the general authority granted by regulation and authorizations for special purposes are covered by letters of authorization or by approval of a bureau letter requesting the authority.

Recommendations looking to the issuance of authorization and allotment letters by the Secretary will be prepared in the office of finance and accounts, except in cases of attendance at meetings or conventions for the purpose of delivering addresses or lectures of an educational character, when the recommendations will be prepared in the branch of public relations.

^b Letters of authorization issued within the Forest Service must quote the Secretary's authorization in which the authority was delegated permitting the issuance of the bureau letters. In most instances this will be the authority contained in the department fiscal regulations. Where a letter is issued by the Secretary it should be referred to by date and officer addressed (usually the Forester.)

No officer or employee is authorized to proceed with any work or enter upon any duty requiring the expenditure of public money until he shall receive evidence that a letter of authority has been or will be issued and that the necessary allotment will be made available. Allotments should not be taken up on the records of any office, except in memorandum form, until the notice of allotment signed by the fiscal officer is actually in hand.

Letter of authorization and letters of allotment will be prepared by the fiscal officer from memoranda furnished on Form 659. Letters of authorization will be signed by the officer to whom the Secretary's authority is delegated, or by one officially designated to act for him in his stead. Letters of allotment will be signed by the fiscal officer.

Letters of authorization will be prepared in triplicate, the original signed copy going to the member addressed; the duplicate, which should be certified by the regional fiscal agent as being a true copy, forwarded to the General Accounting Office, civil division, with the vouchers and schedules for the month in which the authorization is issued unless it is deemed desirable to forward the letters of authorization more promptly), in an envelope appropriately marked; and the triplicate retained for the files of the fiscal officer. Form letters will be used, except in cases covering conditions which are not provided for in the printed forms, when a special letter will be prepared.

^b Amdt. No. 220, effective October, 1929.

When desired by the regional forester the regional fiscal agent will furnish supervisors on or before July 1 of each year with Form 19, allotment register, on which he will enter the initial allotments for the forest for the ensuing fiscal year. The details of these allotments will be furnished by the regional forester. Notices of new allotments after the beginning of the fiscal year and changes in initial allotments, increases and decreases, will be forwarded the officers concerned currently in the form of form letters.

When employees of another bureau of the department are assigned to the Forest Service for temporary duty, their salary will be paid by the bureau from which they are assigned, and their expenses by the Forest Service. In the case of assistants to the solicitor assigned to the bureau, the total salary for the year should be taken up as an allotment and so reported on the financial statement, Form 279b, for the region involved. Travel letters of authorization and allotment may be issued with the consent of the other bureau in the same manner as for members of the Forest Service. The expense accounts of employees so detailed will be paid by the regional fiscal agents of the Forest Service.

BUREAU OF PUBLIC ROADS COOPERATION ¹⁶⁹

Under agreement between the Forest Service and the Bureau of Public Roads, the services of the regional fiscal agents of the Forest Service outside of Washington, D. C., will be utilized for making disbursements of public roads funds. A separate record of allotments and disbursements of the Bureau of Public Roads will be maintained by the Forest Service. No project records will be kept by the regional fiscal agents.

ALLOTMENTS ^a

The initial allotments of all Forest Service funds, except forest highways, for expenditure by the Bureau of Public Roads will be made by the Forester to the regional forester and notices of allotments of such funds to the Bureau of Public Roads will be furnished the district engineer, Bureau of Public Roads, by the regional forester, with copies to the regional fiscal agent. Notice of allotments for "Forest highways" and for "Cooperative construction of rural post roads" or other funds of the Bureau of Public Roads will be made through the Forester upon advice from the Bureau of Public Roads, Washington, D. C.

COOPERATIVE FUNDS

When forest road projects under the supervision of the Bureau of Public Roads involve cooperation with States, counties, or other agencies, the bureau authorized by regulation to negotiate the cooperative agreement will initiate action toward collecting the cooperative funds; similarly, the same bureau will initiate action looking to refunding to cooperator's sums found to have been deposited in excess of the amount properly due.

Warrants, drafts, etc., will be made payable to the regional depository and mailed to the bureau initiating action. Upon receipt they will be forwarded to the regional fiscal agent, each remittance being accompanied by a letter of transmittal (Form 861) descriptive of its purpose, certified by the appropriate officer of the bureau concerned. Upon receipt of certificate of deposit, notice in duplicate of the amount deposited will be sent to the district engineer, Bureau of Public Roads, and the item included in the monthly report of cooperative deposits to the Forester on Form 585. Deposits will be taken up currently on the records of the regional fiscal agent and the Bureau of Public Roads as an increase in the appropriation "Cooperative work, Forest Service."

DISBURSEMENTS

Vouchers of the Bureau of Public Roads chargeable to Forest Service funds other than forest highways, will be honored by the regional fiscal agent when not in excess of the total cash moneys set up to the district engineer's credit by the regional forester. Only upon written approval of the regional forester will this amount be exceeded by drawing on the Forest Service allotment or by incurring a deficit. Vouchers in excess of the allotment for forest highways or for funds of the Bureau of Public Roads will not be paid until information is received through the Forester that the bureau has authorized an increase to cover the excess.

The vouchers will be audited in the district offices of the bureau, and will not be reviewed by the regional fiscal agents except for general form and approval signature to the extent contemplated by paragraph 5 (f) of the departmental fiscal regulations. A schedule in duplicate will accompany all vouchers sent the regional fiscal agent for payment, cash vouchers paid by special deputy fiscal agents of the Bureau of Public Roads being scheduled separately. The schedules will be checked by the regional fiscal agent with the vouchers as to name of payee, appropriation, and amount, and the duplicate will be returned to the district engineer, with the regional fiscal agent's number assigned to each voucher and date of payment stamped thereon, the original being retained in the regional fiscal agent's office as a supplemental file.

A separate series of voucher numbers will be used for Bureau of Public Roads vouchers, and a separate abstract on Form 1025^{und} maintained.

The Bureau of Public Roads is responsible for the collection or adjustment of disallowances on their vouchers made by the Comptroller General in the disbursing accounts of the regional fiscal agents. The bureau is also responsible for supplying such explanation and additional data as may be necessary to enable fiscal officers of the Forest Service to secure removal from their accounts of General Accounting Office suspensions.

^aAmdt. No. 90, effective July 22, 1930.

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INTERBUREAU PAYMENTS

Payments for services rendered or supplies furnished by the Bureau of Public Roads to the Forest Service, or vice versa, will be made in accordance with the procedure outlined under "Payments for Federal cooperative activities."

Vouchers covering transportation and handling charges incident to the loan of equipment by one bureau to the other should not be confused with equipment rental. Equipment rental as such is unauthorized.

REPAYMENTS

Repayments in connection with disallowances, overpayment, etc., and collections of any nature affecting an appropriation will be handled as a decrease in disbursements for the region charged originally with the expenditure, regardless of the agency or office through which collection is made and deposited. The appropriation credited must invariably be the one from which the expense was originally paid.

The district engineer of the Bureau of Public Roads will be promptly advised by the regional fiscal agent by letter in duplicate of the deposit of repayments of all classes.

TRANSFER OF PAYMENTS BETWEEN APPROPRIATIONS

When it becomes necessary to effect adjustment between appropriations of Bureau of Public Roads vouchers the procedure outlined under "Transfer of payments between appropriations" will be observed.

LETTERS OF AUTHORIZATION, CONTRACTS, BIDS

Letters of authorization, numbered contracts, and bids will be forwarded by the Bureau of Public Roads to the General Accounting Office.

REPORTS

Monthly.

When the district engineer, Bureau of Public Roads, desires, the regional fiscal agent will furnish him with a copy of the abstract, Form 1025, of the vouchers paid for that bureau.

The district engineer of the Bureau of Public Roads will furnish the regional fiscal agent with a recapitulation of forest road disbursements showing separately, by appropriations, the total payments made during the month by the regional fiscal agent and other disbursing officers. This statement will also include General Accounting Office settlements submitted to Washington for payment, repayments, and other adjustments taken up during the month. The regional fiscal agent will check the statement against his records and will post to his books the General Accounting Office settlements and adjustments listed.

The regional fiscal agent will also check the reconciliation statement of balances referred to him by the Bureau of Public Roads. Any difference noted should be reconciled or explained by letter or memorandum with return of the statement to the district engineer. The conciliation statement will be submitted in triplicate, two copies of which will be signed by the regional fiscal agent and returned to the bureau; the third copy will be retained for the regional fiscal agent's files.

The headquarters office of the Bureau of Public Roads will furnish the Forester's office with detailed financial statements relating to the activities of its Washington office and eastern district, showing separately, by appropriations, the allotments, disbursements, balances, etc., affecting forest road funds.

Annual.

After the close of the fiscal year the district engineer of the Bureau of Public Roads will furnish the regional forester, for inclusion in the annual financial statement, a report showing net forest road disbursements for the year by States, projects, and appropriations. Expenditures for administration and equipment will also be reported by appropriations and States. The Washington office of the bureau will furnish the Forester a similar report covering the eastern region of the Forest Service, and in addition a statement showing expenditures in connection with the administrative expenses of the Washington and regional offices.

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The Washington office of the Bureau of Public Roads will also furnish after the close of the fiscal year, for inclusion in the annual report of expenditures and the annual cost statements, a report of net disbursements for the year by budget classifications, listing each forest road appropriation separately.

SPECIAL DEPUTY FISCAL AGENTS

When considered necessary that a special deputy fiscal agent be appointed to make cash disbursements on Bureau of Public Roads projects, the employee to be appointed will be designated by the district engineer, and will be given the necessary instructions by the district fiscal agent. Cash payments by special deputy fiscal agents, Bureau of Public Roads, will be subject to the same regulations and restrictions as for Forest Service appointees. Requisitions for funds will be submitted upon Form 575 and will be approved by the district engineer of the Bureau of Public Roads. Form 83, "Quarterly schedule of emergency disbursement funds," and Form 95, "Journal record sheet," will be similarly used.

Paid vouchers, cash receipts, requisitions for funds, certificates of deposits, etc., will be forwarded to the district fiscal agent through the district engineer of the Bureau of Public Roads. Cash receipts should be sent by registered mail and every possible precaution taken to prevent loss, since the deputy is responsible for cash payments until credit is given on the books of the district fiscal agent. Special deputy fiscal agents, Bureau of Public Roads, will not make cash disbursements at the headquarters of district fiscal agents.

SPECIAL DEPOSITS

The district fiscal agent will deposit in his special account remittances received from the district engineer, Bureau of Public Roads (1) for return of plans and specifications furnished prospective bidders and (2) as guarantee for the execution of contract and bond by successful bidders. All checks so received will be deposited without delay and receipt on Form 478 furnished the bureau for each item.

The procedure followed will be the same as that for the Forest Service transactions as outlined under "Special deposit account."

TRAVEL ADVANCES

Advance of funds under the acts of June 3, 1902, and June 3, 1926, will be made by the district fiscal agent, upon approval of the district engineer, to members of the Bureau of Public Roads district for which the fiscal agent disburses. Such advances will be subject to the regulations and procedure defined under "Advance of funds for travel."

AUDIT AND INSPECTION ¹⁶⁹

FOREST AND EXPERIMENT STATION OFFICES

A periodic inspection and audit of the financial business and other activities of each forest, experiment station, maintenance, engineering, and other offices, will be made under the direction of the district forester. This work will ordinarily be handled by the district fiscal agents and their assistants, but when deemed desirable administratively, the administrative assistant in operation or other qualified member of that branch may also be assigned thereto. A plan should be laid out so that progressive travel will be effected with the view of visiting each office every second year in so far as practicable, and more frequently when conditions warrant. In no case should the audit of an office exceed an interval of three years. From 7 to 12 working days will ordinarily be required for a complete audit, depending upon the size of the unit and condition of the records.

When it is considered desirable to make an inspection of the financial records of any field office and it is not feasible to conduct it in the field, the records of that office will be sent to the district fiscal agent for review. Such records should be promptly audited and returned to the field office upon completion of the examination.

Following is a list of subjects in connection with the accounting and related records which will be uniformly followed, and in addition a list of fundamental functions of other branches to be covered by the inspector, subject to approval of the district forester.

When it is desired to limit the inspection to certain specified subjects in the outline, or to have additional office matters inspected, a supplemental or district outline will ordinarily be prepared for the inspector's guidance.

The purpose of the following outline is to avoid any possibility of the more important phases of the work being overlooked, it not being considered advisable to attempt to list all details which might be encountered. The inspector should, unless restricted by the district outline, feel free to go into all phases of the financial and accounting work and be always on the alert to detect and correct improper procedure, as well as offer helpful suggestion for handling office problems of various description.

Before leaving for an office inspection, the inspector should confer with the several branch chiefs to determine whether there are any special matters they desire checked, or whether a check of any part of the records has recently been made by other district office inspectors.

FINANCE AND ACCOUNTS

VERIFICATION OF ACCOUNTING RECORDS

A complete audit of the accounting records should be made to determine—

That all record sheets, project sheets, etc., are grouped together by appropriations and the accounts book properly indexed.

That the latest revised accounting forms are used as intended and, if not so used, the modifications should be discussed and reasons therefor determined. Ordinarily the standard accounting forms will be used without change, but if the auditor finds that a form as printed does not meet the needs of the forest a complete report thereon with recommendations will be submitted.

That accounting records are balanced at least quarterly, and monthly toward the close of a fiscal year.

That allotments, suballotments, and disbursements are in balance with control records.

That no deficits exist in any allotment or suballotment. If any are located, they should be fully discussed with proper officer.

That balances and unpaid vouchers for continuing appropriations are duly carried forward at end of fiscal year and that old fiscal-year records are properly closed.

That changes on account of suspensions or disallowances are correctly entered on records.

That clerk has a thorough understanding of all appropriations.

That rangers' allotment and expenditure record, Form 35, is used, or some other similar record maintained. The auditor should determine whether rangers are currently informed of changes in their suballotments, disbursements charged thereto, and the means employed for this purpose. He should also determine whether periodic checks are made with the supervisor's records.

That it is fully understood what transfers between the salaries and expenses suballotments may be made by supervisor; also whether any unauthorized transfers have been effected.

That suballotments made for specific purposes are used accordingly.

If there has been an active special deputy fiscal agent on the forest since the last inspection, a complete audit of his record will be made. It should be particularly noted whether or not the governing instructions are understood and have been strictly followed.

Project Records.

Determine whether Forms 19h are set up for each approved project and whether these forms are completed by entering contributed time, contributed expenses, and cooperation, and at what intervals.

Ascertain whether any unauthorized projects have been initiated or approved projects abandoned without the sanction of the district forester.

Determine whether it is understood what transfers may be made between the various road and trail allotments and whether unauthorized transfers have been effected.

Salary Record.

See that salary record sheets, Form 19i, and individual wage record, Form 19d, are set up for all appointed officers, and forest guards who render Forms 26, that personnel changes are completely entered, that salary sheets balance with the accounting records, and that the sheets are conveniently arranged for preparation of pay rolls.

Financial Statements, Form 44.

Determine whether clerk has full understanding of the purpose and preparation of this report, and whether actual liabilities are included at end of each quarter.

Consult previous report, and if any trouble experienced ascertain what steps should be taken to overcome in the future.

Determine whether instructions for preparing obligations report for road funds are understood and followed.

Cooperative-Work Fund.

Make certain that the authorized uses of this fund and the procedure in handling deposits are fully understood.

Ascertain what classes of cooperation are handled through this fund.

Note whether separate records are kept of allotments and disbursements of each depositor, or for each project, as the case may be.

Determine whether it is fully understood what is meant by undeposited cooperative funds. If any such funds are found to be available, a complete audit will be made of all transactions. Make certain that no funds are handled by forest officers and that records are kept in accordance with instructions in Manual. Also ascertain why such funds are not deposited in the cooperative-work-fund account.

EXAMINATION OF VOUCHERS

Vouchers should be reviewed for at least one year previous to the audit, noting whether there is any evidence of irregularities, extravagant purchases, or peculiar transactions, particularly to determine—

That vouchers, purchase orders, time slips, invoices, etc. are forwarded promptly to supervisor, that vouchers are promptly handled in supervisor's office and are stamped to show date of receipt.

That vouchers are not signed in blank, and that alterations are initialed by payee.

That name of certifying officer is stamped on file copy of vouchers, or are initialed by him, and that all rubber-stamp certifications are impressed on the file copies.

That in placing orders for supplies and employing temporary help relatives or close personal friends are not favored.

That payments are made from the proper appropriation and that at the beginning and close of fiscal years the appropriations for one year are not used for the service of another fiscal year.

That all vouchers are checked to prevent duplication before certification for payment. At least a portion of each class of vouchers should be reviewed to see that there has been no duplication.

That exigency statements and memoranda of explanation are attached to file copies of vouchers. In the case of disallowances or suspensions appropriate notation should appear on the file copies with cross reference to the district fiscal agent's letter.

That vouchers, time slips, and Forms 79a are filed strictly in accordance with instructions.

That vouchers chargeable to more than one appropriation are properly marked to show items chargeable to each appropriation or otherwise to clearly show this information.

That the clerk carefully audits vouchers and reviews them prior to mailing to see that they are complete in all respects.

That consistent effort is made to limit the number of vouchers submitted for payment; that arrangements are made to run monthly accounts with merchants and others; that payment of rent of quarters, storerooms, telephone, etc., is made quarterly when satisfactory to the lessors.

That memoranda of verbal agreements are submitted in all necessary cases and prepared in the required form.

The Bureau of the Budget classification should be discussed and doubtful points clarified with a view to uniform distribution.

Personal-Service Vouchers.

File copies of pay rolls and time slips should be carefully reviewed to determine—

That pay rolls and individual service vouchers are properly prepared and all necessary information shown thereon.

That the designations of unappointed employees are given in sufficient detail to indicate the nature of the duties performed, and that care is exercised to secure correct addresses for check mailing purposes.

That all deductions are properly and fully explained in accordance with instructions; that unauthorized deductions are not made; that Forms 414a are properly prepared and attached to the time slips of employees concerned for Regulation A-4 purchases, or that such deductions are duly recorded on the time slips signed by the employees.

That time slips are completely and uniformly prepared to show actual days worked, rate of pay, class of work performed, designation of temporary employee, amount of deduction, if any, total amount due, and that they are signed by officer in charge of work.

That temporary employees are not allowed to work more than eight hours per day except under emergency conditions.

If vouchers are found to be certified before receipt of time slip, from telephoned information, emphasize importance of limiting the practice. Memorandum time slips should be prepared in such cases and handled as other time slips pending receipt of the original from the field officer.

Reimbursement Accounts

The file copies of such vouchers should be reviewed to determine:

That accounts are submitted monthly except where amount is small.

That they are complete in every respect, such as official station, time of leaving and returning to station, time of arrival at and leaving different points visited, etc.

That unusual items or exorbitant rates are duly explained.

That use of subvouchers is understood by field men; that they are furnished in all necessary cases; that they are not procured unnecessarily.

That pack trip per diem is fully understood and vouchers properly stated.

That cash payments for supplies, equipment, or service are limited to those cases where cash is demanded by payee, and that the required explanation of necessity accompany such vouchers.

That claims for reimbursement do not include items covering expense of other officers.

Where subsistence supplies are purchased on Form 1034 vouchers, see that explanation "Government supplies used" is made in the reimbursement account.

That time of arrival and departure is shown where stop is made at a given point for short periods—several days or a week.

That vouchers covering lengthy details show approximate extent of such detail.

Purchases and Services Other Than Personal

The file copies of such vouchers should be reviewed to determine—

That purchase orders are used under proper conditions and the duplicate copies attached to the voucher. If purchase orders are not found to be generally used, their use should be encouraged.

That invoices, copies of exigency statements, and other supporting papers are attached to file copy vouchers.

That invoices are initialed or signed by proper officer to indicate date of receipt of goods, particularly in cases where purchase orders were omitted.

That vouchers are properly itemized and that method of advertising is understood by clerk and correctly indicated on vouchers.

That vouchers show the purpose of expenditure, as "Maintenance of trails," "Subsistence supplies for planting crew," etc.

That administrative explanations are not typed on vouchers but are submitted in letter or memorandum form.

That discounts offered for prompt payment are taken advantage of by early rendition of vouchers.

That purchases of postage stamps and payments of post-office box rent are made on Form 1034 voucher instead of paid in cash.

That building improvement limitation is understood and the proper certificate used on all vouchers covering purchase of building material, or that explanation is made of the use of such material when not for construction of a building.

That credit is properly claimed on vouchers for goods previously paid for and later returned as unsatisfactory.

That vouchers covering purchases under Regulation A-4 are supported by copies of Form 414; that such vouchers show that the purchases are made "Under Reg. A-4," and that the use of this form is thoroughly understood.

That Forms SN-642 and SN-650 for vouchering telephone tolls are correctly used, and that vouchers covering accounts of small telephone companies are duly itemized.

That telegraph accounts are properly handled and stated at Government rates.

That Forms 1052, 1053, and 1054, in connection with advertising and advertising accounts, are properly handled and their use understood, and that a file of advertising rates for various newspapers is maintained in supervisor's office.

That refund vouchers, Form 1049, are correctly prepared, that notations of such refunds are made on the appropriate card records, and that copies of the vouchers are filed in the case folders.

That vouchers covering loss or damage to privately owned equipment are handled properly, that the necessary supporting statements are carefully reviewed for completeness and consistency, and that it is understood such vouchers should not be certified unless the equipment in question was actually in use when lost or damaged.

That purchases are not made from forest officers unless of material benefit to the Government; that proper explanation accompanies such accounts for transmission to the secretary for approval. Such purchases are to be restricted to the absolute minimum.

TRANSPORTATION REQUESTS

Determine whether procedure for handling transportation requests and identification cards is fully understood and followed.

Note whether all requests received on the forest are duly recorded on Form 19e, and that they are properly protected against loss or theft.

Note whether memorandum copies are promptly certified and forwarded to the district fiscal agent.

Ascertain whether adequate use of transportation requests for travel on stage lines is made, and also whether they are being used on lines not properly equipped to handle such requests.

BILLS OF LADING

Determine whether the handling of bills of lading is fully understood, memorandum copies are promptly certified for payment, and memoranda in proper form are prepared for the voucher file.

Ascertain whether it is understood that shortages or damages to shipments should be noted on both original and memorandum copies of bills of lading.

Demurrage charges on shipments should be investigated and reported upon; also determine whether proper explanation in such cases accompanied the memorandum copy when certified for payment. The necessity for using every precaution to prevent demurrage charges from accruing should be emphasized, which can usually be overcome by maintaining proper contact with local freight agents.

BIDS, EXIGENCY STATEMENTS, AND ABSTRACTS OF AGREEMENT

When reviewing the voucher file, the auditor should note that strict compliance is exercised regarding competition; that bids are secured in all cases where a saving could possibly be effected. Any evidence of apparent effort to avoid securing bids or indication of lack of foresight should be reported.

Note whether sufficient time is allowed all bidders to submit quotations; also whether sufficiently wide competition is secured to obtain the best possible quotations.

Determine whether bidders are advised of acceptance or rejection of their bids, and whether signed copies of acceptance letters are furnished with bids when forwarded to the district fiscal agent.

Auditor should determine whether accepted bids are disregarded in placing orders, and if so report reasons therefor.

Ascertain whether the bid forms are thoroughly understood and instructions for their use carefully followed; also whether abstracts of agreement for numbered contracts, leases, etc., are satisfactorily prepared and sufficiently complete for audit and record purposes.

The number of exigency statements should be checked and the reasons given carefully noted. An apparent excess number of purchases under exigency statements should be reported.

RECEIPTS

When visiting a forest office the auditor will take from the district fiscal agent's files the record of receipts (stubs of Form 861) for a period of not less than six months. These will be checked with the case index card records of payments in the forest office for the same period as to date of payment, abstract number, and amount, and if a record of payment is noted for which there is no corresponding stub the case will be fully investigated. A reasonable number of case index cards will also be checked against the receipts register.

The auditor will note whether an index card or other approved record has been set up for each designated case requiring payment, as timber sales, special uses, grazing, cooperative agreements, etc.

In the event uncollectible remittances have been returned through the supervisor it should be determined whether they have been properly entered on the records and followed up until payment is made in satisfactory form.

Note to what extent, if any, remittances are drawn payable to forest officers, how such cases are handled, and what steps are taken to remedy this condition.

Determine whether adequate care is exercised by forest officers in the preparation of letters of transmittal and whether sufficient information is given to insure the proper fund being credited by the district fiscal agent.

Ascertain if instructions for maintaining receipts register are understood and whether register is being correctly handled; also discuss with clerk any difficulties encountered in balancing register.

Cancellations on the register will be noted to see if properly explained; they will be checked against the case records with the view of determining whether cancellation is fully warranted.

Delinquent cases appearing on the register, particularly those of long standing, should be checked with the case records to determine whether sufficient follow up is being made to effect collection, or whether cases have been closed without recording cancellation entry on the register. The importance of persistently following up all cases should be emphasized.

COST KEEPING *

Activity Costs.

Sufficient diaries should be read and checked with Form 26 to determine whether field men are properly classifying their time. The Form 34a summary should be sufficiently reviewed to note whether there is any seemingly disproportionate charging of time; such charges should be checked against the corresponding diaries. It should also be ascertained that diaries are written in sufficient detail to permit of an intelligent check.

The auditor should ascertain whether sufficient check of diaries is being made by the supervisor or designated assistant to determine whether field men understand the activity definitions and are correctly charging their time, and in what manner rangers' attention is called to errors.

If too much time is being classified to overhead or other activities, this should be discussed with supervisory officers.

Ascertain to what extent clerks are distributing their time, and whether a reasonable percentage of their time is being charged to productive activities.

Determine whether Forms 34a are posted currently, both activity and project costs, and whether the record is properly handled; also whether the preparation of the Form 34 report is fully understood. Make certain that the clerk has an adequate conception of all cost record and reporting work.

When reviewing the vouchers, the auditor should check so far as possible the distribution to cost-keeping activities.

Discuss with supervisory officers any apparent excessively high or low costs as shown by the last activity cost tabulations, and ascertain to what extent these tabulations are used on the forest.

Project Costs.

Ascertain whether improvement-project records have been set up for all improvement projects and for all road and trail projects, and whether costs are posted to date.

Note the periods covered by the cost postings for roads and trails and other classes of improvements.

Determine whether records are filed in accordance with instructions.

When reviewing the accounting records, auditor should observe whether contributed expenses (from reimbursement accounts) are entered currently on project sheets, Form 19h, and whether Form 19h records are being properly kept.

Auditor should note whether project costs in greater detail than ordinarily required are being maintained for any classes of projects or work, and when other than approved service or region forms are found to be in use, copies should be obtained and attached to his report.

The auditor should determine whether activity-expenditure records balance with the disbursements as shown by the voucher register.

Where property returns are not required, the regional office record of non-expendable property on card Form 966 should be checked with the forest property cards, Form 331, as to total accountability. Differences should be investigated and the records brought into complete agreement.

The forest property cards for all classes should be checked to determine whether the total of the distribution to stock, ranger districts, and forest officers agrees with the charge in the column "Forest accountability." Differences should be brought to the attention of the supervisor and the necessary corrections made, or Forms 858 or 939 prepared to cover shortages or excesses in nonexpendable items.

*Amdt. No. 327, effective September 25, 1931.

Property Accounting ←

October, 1931.

(69-D)

~~PROPERTY ACCOUNTING~~

A physical inventory of all nonexpendable property charged to stock will be made, excesses and shortages being reported to the regional forester. A few of the more important semiexpendable items should likewise be checked and differences called to attention of the supervisor.

The auditor should ascertain whether Form 858 is submitted in the case of lost equipment within a reasonable time after the loss is discovered.

Ascertain whether annual inventories of property are made by rangers and submitted to the supervisor's office for checking and whether all differences are reconciled. If it is found that such inventories are not regularly submitted, such fact should be reported.

Note whether rangers report surpluses above actual needs and whether a report of surplus equipment on the forest is made to the regional office.

The auditor should ascertain whether any officer other than the property custodian has access to the property storerooms and cupboards and what protection is given the custodian against loss of equipment from storerooms, etc. If facilities for keeping property under lock and key are not provided, such fact should be reported.

The auditor should note whether it is the practice of all officers, including the custodian, to take a receipt for each piece of equipment transferred or issued, and should point out that the responsibility for securing such a receipt rests upon the officer making the transfer.

It should be noted what system is used in relieving forest officers for loss of semiexpendable property; also, that sufficient written explanation is made in all cases.

The method of handling entries on the card records for transfers and the frequency with which such entries are made should be noted, and when considered necessary suitable recommendation looking to adoption of an improved system should be offered.

The auditor should note when checking vouchers whether nonexpendable and semiexpendable property purchased or manufactured has been charged and if not see that proper record is made of such items.

The auditor should determine whether supervisor regularly condemns unserviceable equipment when on field trips.

REPORTS

By Projects and Lines of Work.

Monthly, after the ledgers are completed, statements by sections, showing the cost to date of each active project, will be furnished the section chief. The director will also be provided monthly with a summary statement for the month and for the fiscal year to date of costs by major lines of work. Other statements will be prepared as occasions require, including statements to commercial and Federal cooperating agencies.

By Types of Work.

When deemed desirable, the individual time slips, Form P. L. 1, will be summarized by types of work in addition to projects. Examples are (1) "Correspondence," (2) "Visitors and exhibits," (3) "Meetings and addresses," (4) "Reports," (5) "Research," (6) "Administration and maintenance," (7) "Consultation," and (8) "Leave with pay." Appropriate statements will be prepared from the compilations for the information and use of the director and section chiefs.

COMPENSATION FOR INJURIES

Determine whether forest has on hand a sufficient supply of the standard forms to meet normal needs, whether instructions for handling such forms are fully understood, and whether field officers, particularly those employing temporary men, have a few of the forms.

Ascertain whether reports in all cases are submitted promptly and are sufficiently reviewed before mailing to make certain that all questions are answered and all necessary information given.

Note whether promise cards are set up for each case to insure proper follow up and prompt submission of subsequent reports.

Note whether record is made on Forms C. A. 1 and 2 of all cases of minor injuries at time of such injuries. This is very important, since it constitutes the basic record and is invaluable in the event later complications develop.

APPOINTMENTS

The auditor should discuss and explain civil service regulations and procedure, particularly the requirements pertaining to the classes of employees in the Forest Service.

It should be noted that examination papers for ranger eligibles are kept under lock and that only authorized members of the service have access to such papers. The regulations regarding the handling of ranger eligible lists should be explained.

The auditor should determine and report upon noncivil service eligibles, if any, in year-long classified positions; the steps taken to secure eligibles for such positions; and if no eligibles are available, the action taken to have the temporary employees qualify for probationary appointment.

Supervisors should be urged to forward oath of office and personal-history sheets, properly executed, with recommendations for appointments. When this is not practicable, these papers should be forwarded to the district fiscal agent as soon afterwards as possible.

Supervisory officer should be cautioned not to retain an unsatisfactory appointee beyond the probationary period.

LEAVE

The leave record for at least one year previous to the audit should be checked to determine whether all leave has been granted in accordance with the regulations.

Ascertain whether instructions in Manual are observed in handling leave slips and if the slips are filled out in complete and satisfactory form.

Note whether cards are up to date and indicate leave available and total granted to date.

Determine whether leave cards are checked monthly against Forms 26 for agreement.

Ascertain whether clerk and administrative officers understand leave regulations as applied under varying conditions to annual, sick, and leave without pay; also whether it is understood what authority supervisor has in granting leave without pay and, when approval by Secretary is necessary, the information required.

DEPARTMENTAL, BUREAU, AND TRAVEL REGULATIONS

Auditor should determine whether clerk is well informed on these regulations and is using them to the extent desirable for reference purposes.

Ascertain whether there is a tendency to employ short cuts improperly or to side step the regulations in any manner.

Ascertain whether field officers are furnished copies of these regulations and amendments posted currently.

OPERATION

FORMS AND SUPPLIES

The file of requisitions, form files, and stationery cabinets will be carefully reviewed to determine—

That requisitions are submitted in accordance with instructions.

That care is taken to include all needs in each quarterly requisition, not to exceed three months' supply, and that special requisitions are held to a minimum.

That rangers submit their requisitions at such times as will permit of including their needs in the forests' quarterly requisitions.

That an oversupply of forms, supplies, stationery, signs, etc., is not carried in stock, and, if so, suggest returning such excess to the supply depot.

That obsolete forms are destroyed periodically.

That every effort is made to economize on forms and supplies.

That stock of forms and supplies is neatly and conveniently arranged and that the form files are adequately indexed.

Ascertain whether rangers' stocks of forms and supplies are checked and whether their requisitions are given careful consideration to avoid building up too large a stock in their offices.

EQUIPMENT

When checking the property records and inventorying the stock of equipment, the auditor should determine—

That adequate storage space is provided.

That an oversupply of any item of equipment is not carried in stock or on the forest. If so, suggestion should be made to render it available for transfer.

That all equipment is neatly and conveniently arranged in storerooms.

That valuable instruments are adequately protected.

That tents, blankets, and other similar equipment are protected from moth and rodents.

That all equipment is kept in good repair and is either stamped or branded to show that it is Forest Service property.

That worthless or worn-out equipment is regularly condemned.

CONTRACTS OF HIRE

The file of contracts covering forest officers' equipment used in official work should be reviewed to determine—

That new contracts are made when equipment is changed and that the file of contracts is reviewed once each year and brought up to date.

That contracts do not cover unauthorized equipment and that appraised values are within allowable limits.

That the file of live contracts is kept in the open files and superseded contracts are promptly transferred.

SYSTEM OF FOLLOW-UP

The auditor should determine whether the promise card system is fully used to insure prompt submission of reports both from the rangers and to the district office and all other matters requiring further action in the supervisor's office. The auditor should also determine whether it is the practice to refer to the promise card box daily and withdraw the cards calling for action.

It should be noted whether a calendar of reports to be submitted by rangers to the supervisor has been furnished the rangers.

FILES

The files should be examined to determine whether (1) the filing scheme is thoroughly understood; (2) all guides and subguides required by the scheme have been installed; (3) guides and folders bearing unauthorized designations have not been installed; (4) letters are designated correctly in consideration of the subject matter; (5) letters and other correspondence are filed in proper folders in accordance with designation and in chronological order; (6) letters from persons outside of the service and telegrams are designated; (7) all related papers are properly fastened together; (8) files are neat in appearance and worn-out folders replaced; (9) cross reference is made when necessary; (10) the name of the officer signing letters is shown on the carbon copies; (11) carbon copies show the initials of stenographers and autograph initials of author when not signed by the author; (12) closed cases are transferred promptly; (13) the destruction of useless papers is handled in accordance with instructions; (14) incoming letters are not filed without being initialed or without receiving attention; (15) copies of all papers concerning ranger districts are sent to the district ranger; (16) papers in designated transactions such as timber sales, special uses, etc., are held with a metal paper fastener that penetrates the papers or otherwise permanently fastened together; and (17) that all papers are stamped to show date of receipt in supervisor's office.

Letters to forest officers and others involving interpretations of the Manual or other instructions should be carefully noted and any apparent misunderstanding or misinterpretation of such instructions brought to the attention of the supervisor.

The auditor should note the system used for filing maps. Tracings of letter size applying to a designated case should be filed in the case folder. Large tracings should be filed without folding and every precaution taken to prevent them from becoming creased or wrinkled. Large blue prints which are frequently handled should not be folded more than is absolutely necessary for proper filing.

The auditor should note whether all reports are dated and initialed by the officer compiling them.

OFFICE MANAGEMENT

During the entire inspection the auditor should note whether there is a logical and clear-cut division of work between different employees in the office, and also whether clerical help assigned is sufficient or otherwise.

He should note whether all phases of the work are planned and handled so as to occasion a minimum of lost motion.

The observance of office hours should be noted.

Determine whether the regulations regarding the use of the flag are regularly observed.

If a clerical-work plan has been built up for the office, the auditor should note to what extent the plan is being corrected and kept up to date to meet changing conditions.

Any change in procedure or division of duties which in the opinion of the auditor would improve or simplify the work should be discussed with supervisory officers and reported to the district forester.

The auditor should note whether the clerical positions are properly allocated and whether the clerks are advanced in salary in keeping with clerks of equal ability occupying comparable positions on other forests.

CONDITION OF OFFICE AND RECORDS

The general condition of the office as to location, condition, space, light, etc., and the records as to neatness, system, etc., should be observed and suggestions for improvement offered when circumstances warrant. When it is found that new methods are being employed to advantage which are not generally in use, the auditor should report them to the district forester in order that they may be passed on to other forests.

FOREST MANAGEMENT

That blanks on sale and permit forms covering instructions for scaling, brush disposal, etc., are completely and uniformly filled in for the same classes of material.

That record cards are properly prepared for each sale on Form 202 or 202a.

That permits and agreements are properly signed and approved.

That cutting reports, Form 820, are properly prepared, checked, recorded, and handled.

That payments in all cases are equal to or in excess of the value of timber cut.

That a periodic check of card records and permits is made to see that extensions of time are granted or cutting reports submitted by rangers, and whether sufficient follow-up is made of these cases in supervisor's office.

That clerk understands the checking and handling of all timber sale records and reports, the use of converting factors for all classes of material, the preparation of the quarterly cut and sold report to the district forester, and whether this work is being properly performed.

That advertisements in supervisors' advertised sales are correctly prepared and handled.

That promise cards are made for periodic cutting and closing dates in large sales.

RANGE MANAGEMENT

The grazing cards, files, and other records should be reviewed to determine—

That the system used to follow up delinquent grazing cases is adequate and whether sufficient follow up is made to effect collection of fees.

That the system used in computing and checking grazing fees and preparing letters of transmittal is adequate to prevent error.

That grazing cards are complete and show all necessary information required by the district and whether the class of permit, as temporary, annual, or term, is indicated thereon.

That comprehensive records of term permits are carried in the open files.

That district instructions for maintaining records of range improvements are fully observed.

LANDS

The case folders and card records for lands cases should be audited to determine—

That special-use folders and cards are properly designated and that card records are in agreement with the folders.

That special-use payments have been made in all charge permits or that sufficient follow up of delinquent cases is being prosecuted.

That free permits have not been issued where a charge should have been made, or vice versa, and that charges are within the authorized minimum rates.

That reports showing the status of special-use permits are submitted annually by rangers and that proper action is taken on their recommendations.

That status record is being kept currently up to date and that entries are properly made.

That all reports and claims matters are fully understood and properly handled.

PUBLIC RELATIONS

In handling this phase of the audit and in discussions with the supervisor and other members of the office it should be noted whether—

Publications for public distribution are displayed conveniently in a rack or otherwise in the supervisor's office, in libraries, hotels, etc.

Bulletins, pamphlets, etc., are catalogued and filed currently.

Thoughtful and careful distribution is being made of bulletins and publications to the public or users of the forest and that an up-to-date mailing list is maintained for such distribution.

There is a surplus of publicity material on hand not needed for local distribution which could be used to advantage by other offices.

There is an accumulation of obsolete bulletins and files.

Photographs are systematically filed.

Use of motion-picture films and slides is satisfactory and handled on schedule.

Forest officers are contributing regularly to newspapers in their territory.

Talks by forest officers are properly reported on Form 129.

Service standards are maintained in dealing with office visitors, in the use of telephones, in correspondence, etc.

ANNUAL STATISTICAL REPORT

The annual statistical report for the previous year and related correspondence should be reviewed to note whether the requirements are understood. If the forest has experienced any trouble in the preparation of the report, the various parts should be discussed with the responsible officer in an effort to eliminate similar difficulty in the future. It should be noted whether corrections directed by the district office are made on the file copy and whether differences are completely and clearly explained by notes. It should also be ascertained to what extent the clerk assumes responsibility for preparation of the report.

GENERAL

In the event that laws, the fiscal regulations, National Forest Manual, or other instructions are found to be too stringent or do not fit the conditions, recommendations for amendment with full statement of facts should be submitted. The object of regulatory laws and orders is to definitely fix the work to be performed and to define the methods for handling and recording of such work. Owing to changed conditions, new ideas, etc., it is frequently essential that some regulation, law, Manual instruction, or otherwise be amended. When this condition exists, the supervisor should submit proper recommendation to the district forester of the change desired and point out wherein the existing requirement is unsatisfactory.

If it is found that unauthorized methods are being employed for the purpose of overcoming some unsatisfactory regulation, the fact should be reported.

No opportunity should be overlooked during the inspection to make suggestion for administrative economies. The report should point out methods designed to effect such economies.

The auditor should take with him briefs of matters from the files and all notes that have been gathered in daily work from time to time pertaining to the office to be visited.

REPORT

Upon completion of his work the auditor will submit to the district forester a full report in writing on each inspection. The reports will be prepared in paragraph form under headings as above from notes made during the course of the work, which notes the auditor should discuss with the supervisor or acting supervisor before leaving the forest or experiment station office. A questionnaire form of report is not deemed adequate for the correct and accurate presentation of the conditions found to exist. Should work be performed or matters come to the attention of the auditor not falling under any of the above headings, a proper heading should be established and report prepared accordingly.

When in the opinion of the auditor a special or general inspection of a forest or other office by the district forester or an assistant district forester appears necessary, recommendation will be made to that effect.

RANGERS' OFFICES

In the interest of efficiency in office requirements and procedure periodical inspection of ranger offices will be conducted. Such inspections may be made by the supervisor personally or by the executive assistant or other qualified officer designated by the supervisor. The frequency of the inspections is for the supervisor's determination, depending upon the need for such work and other factors.

The outline which follows is suggestive—not mandatory—in character and should be modified when necessary to meet forest needs or conditions.

Files.

1. See that ranger's copy of filing scheme is up to date and kept in open files, or bound in copy on desk.

2. See that filing cases are properly labeled, that the filing scheme is understood, and that guides and folders are properly installed.

3. Note whether correct designations used; that correspondence is filed in chronological order; that related papers in general folders are stapled.

4. See that there are no gem clips in the files.

5. See that copies of official letters to permittees or persons other than the supervisor regarding matters of policy or the status of individual cases are furnished the supervisor.

6. See that timber sale, grazing, special use, fire, and other case records are adequate; that forms and related papers are properly prepared by the ranger and filed.

7. See that free-use permits are filed in the index box in accordance with instructions. Check free-use permits, opened and closed, to see if amount cut has been entered and that all such permits expired on or before the end of the calendar year.

8. See that copies of vouchers and correspondence pertaining to ranger suballotments are filed behind guide designated "FA allotment, rangers' suballotments."

9. See that proper transfer vouchers, Forms 874-16, are filed together in the folder so that the record of the property charged to the ranger may be readily obtainable. The approved annual return with all subsequent property vouchers should be fastened together. All property vouchers prior to the last approved annual return should be destroyed.

10. See that amended sheets for manuals, handbooks, etc., are inserted promptly after receipt. This is essential in order that there will be no confusion.

11. If no effective scheme is in effect for filing bulletins and publications, it is suggested that a filing drawer be used with suitable guides.

12. The filing should be done regularly and not permitted to unduly accumulate. Nothing should be filed requiring action unless a promise card is made calling it up for proper attention.

13. See that the closed files are kept in the same order as the open files and destroy useless files if this work is not up to date.

14. See that promise cards are prepared for expiration dates of timber sales, construction clauses of special-use permits, etc.

15. See that maps are properly cared for; project maps placed in project folders; General Land Office plats in binders; base and other miscellaneous maps in tubes or other suitable holders which will protect them.

Forms and Supplies.

1. See that there is an adequate stock of forms and supplies but not an overstock.

2. See that requisitions are submitted, in duplicate on Forms 668, and that reference is made to Forms 258 and 261 to insure giving correct names and form numbers.

3. See that forms, stationery, etc., are protected from dust and readily accessible.

4. Suggest that a "want list" be maintained for making note of needs as they arise for the next requisition.

5. Destroy obsolete forms or put aside for use as scratch paper.

Property.

1. See that all property at headquarters is well cared for and properly stored; also that delicate instruments and other items of equipment are kept in good repair ready for use.

2. See that all equipment is stamped and branded in accordance with current instructions.

3. See that the fire cache is standard; that it is kept separate and distinct from other equipment; that axes, shovels, etc., are in racks; that all axes, shovels, mattocks, etc., are sharp and all equipment ready for immediate use.

4. Note the amount of property at headquarters, expendable, semiexpendable, and nonexpendable, with a view to determining if surpluses exist. List all surpluses, such as telephone brackets, insulators, signs, axe handles, filing cases, cooking utensils, etc., for transfer record in supervisor's office.

5. If ranger has a record of the distribution of the equipment on the district, check this record against the total charges to the district and take a physical inventory of the property charged to headquarters.

6. See that proper receipts are taken for property temporarily transferred to forest guards and temporary laborers and that full accounting is required and report submitted to the supervisor before certification of final service voucher.

7. Note whether ranger systematically handles unserviceable and worn out equipment; that he assembles it all in one place for ready condemnation.

Finance (including accounts and cost keeping).

1. Check ranger's Form 35 or other similar form, where either required, with supervisor's records, both as to suballotments and disbursements. See that changes in suballotments are promptly recorded and that disbursement entries are made when duplicate purchase orders and time slips are forwarded to the supervisor. See that O.K'd purchase orders are not forwarded prior to receipt of goods.

2. See that Form 877, where required, is properly prepared and used; that the duplicate copy of the form is promptly forwarded to the supervisor. Duplicate purchase orders should not be held until the end of the month. Purchase orders should invariably show the project involved.

3. Check retained (white) copies of purchase orders against Form 35 or other similar form, where either required, to see that all have been properly recorded.

4. Check file copies of Forms 26 with diary. See that charges agree; that field time is properly shown; that time charged to fire suppression, improvement-construction, and improvement-maintenance is distributed on the back; and that the forms are otherwise properly completed.

5. The diary should be read and cost distribution checked, discrepancies being discussed with ranger. When considered desirable, a general discussion of the cost-keeping definitions should be had.

6. See that ranger understands distribution of expense accounts by cost activities where duty assigned to the rangers; where not so assigned discuss and explain the effective procedure.

7. Review ranger-district cost records, time by activity records, etc., in use and discuss subject with ranger.

8. See that timber sale and other deposits are recorded in accordance with instructions; that copies of permits in rangers' sales are promptly forwarded to the supervisor.

9. The essential features in the preparation of travel vouchers, as given in the Travel Regulations, Accounting Manual, and Administrative Handbook, should be discussed, viz:

(a) Necessity for showing official station, at which subsistence expenses can not be allowed.

(b) Mixed per diem and actual expenses.

(c) Necessity for showing hour of departure from and arrival at official station. If in the field at beginning or close of an account, that fact should be noted.

(d) When subvouchers are required.

(e) Proper itemization.

(f) Administrative explanations to be omitted from voucher and made the subject of a letter when needed.

(g) Prohibition against paying in cash for other than travel items, except when the exigencies of the service require.

(h) Preparation of automobile mileage statement; must invariably be signed. Auto mileage and subsistence to be included in same voucher, or, if no expense for subsistence during the period, such fact should be stated.

(i) See that dates and time references on voucher and mileage statement agree.

(j) Persons authorized to execute jurats. Jurats must be dated.

(k) The inclusive dates on the face of the voucher to be those covered by the account, taking into consideration automobile mileage.

10. Discuss with ranger the following subjects:

(a) Preparation, use, and care of transportation requests.

(b) Preparation and use of Government bills of lading and express charge slips.

(c) Bids and exigency statements.

(d) The franking privilege.

(e) Compensation for injury.

(f) Reimbursement for damaged equipment (act of March 4, 1913). See that equipment hired from nonemployee owners is covered by contract.

(g) Reimbursement for loss or damage to private property through negligence of Government employees. (Act of December 28, 1922.)

(h) Commissary supplies furnished under regulation A-4.

(i) Salary at monthly and annual rate for months of 28 and 31 days.

(j) Necessity for indicating on time slips character of work performed by temporary laborers.

(k) Eight-hour day for temporary laborers.

(l) Discounts.

(m) Credits on vouchers not allowable unless specifically authorized by law.

(n) Purchases from Government employees.

(o) Repairs to equipment. Can be allowed only when Government owned, except cases falling under act of March 4, 1913.

(p) Employment of and purchases from relatives.

(q) Prompt submission of all papers involving payments.

Miscellaneous.

1. See that fire-organization chart, improvement map, and lookout radial map (if applicable) are on wall in a conspicuous place (preferably near the telephone) and that the records are up to date.

2. Discuss preparation of applications for leave and the leave regulations.

3. Ascertain whether the ranger handles remittances of forest users more frequently than necessary; discuss matter of preparation and transmission of remittances by permittees.

4. Study organization of office work and suggest appropriate changes where needed with view of making additional time available for field duties.

5. Note if the office is as neat as conditions warrant.

6. Look into and discuss other matters specifically assigned, such as the annual plan of work, annual grazing and fish and game reports, etc.

7. Make record of good office practices devised by ranger and extend to other ranger offices where applicable.

DISTRICT

The district forester will appoint a district auditing committee at the district headquarters consisting of one member of his administrative staff and one member employed permanently in Finance and Accounts. Two alternates may also be designated, if desired, one from the administrative staff and the other from the accounting organization, to act in the absence of the regular members of the committee or when it is impracticable for one or both of them to serve. Neither the district fiscal agent nor the deputy authorized to sign checks during his absence should participate in the audit of the district fiscal agents' or special deputy fiscal agent's accounts.

The duties of this committee shall be to make an administrative examination and verification of the fiscal officers' disbursement and collection accounts. This will include a thorough checking of all cash items of whatever nature, the accounts of the special deputy fiscal agents, repayments and collections, receipts, and other matters defined in detail as follows:

(A) CASH DISBURSING

By District Fiscal Agent.

(1) Count and certify cash on hand; also see that amount checks with the current payment record.

(2) See that cash is safely kept and properly handled; also that all payments are made in the form of actual cash.

(3) Ascertain whether personal checks are cashed or I O U's taken.

(4) Determine whether semiofficial bank account is carried.

By Special Deputy Fiscal Agents.

(5) Audit paid checks of deputies against stubs each month; also stamp stubs "paid" and return to deputies; note whether checks are properly written.

(6) Check and compare quarterly schedules of district fiscal agent and deputies; certify to the correctness of these schedules.

(7) See whether district fiscal agent's book account with each deputy is correct.

(8) See if balance actually in hands of deputies ever exceeded bond.

(9) List "90-day-old" checks; see that payment is stopped on them, disallowances requested, and adjustment entries made; also see that regular official checks are issued in lieu.

(10) Ascertain whether deputies ever make payments in actual cash; also whether they O. K. time slips.

(11) Ascertain whether deputies sign checks in blank.

(12) See that the deputies' accounts are promptly closed; also that the deputy privilege is limited to the payment of transient laborers or the receipt of remittances of specifically authorized classes.

(13) Note whether strong banks are used and whether located at district headquarters; also that official and personal accounts are not merged.

(14) Note whether proper men are serving as deputies.

General.

(15) See that cash limit of district fiscal agent has not been exceeded, the limit covering the cash in the district fiscal agent's safe plus the balances in the hands of the several deputies.

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(16) Check cash column on disbursement abstract against account current and cash ledger; also check advances to deputies, repayments, etc., on account current against cash ledger.

(17) Check occasionally carbons of checks drawn for cash or for crediting to the account of a special deputy fiscal agent, to see that all such checks are accounted for.

(B) CHECK DISBURSING

(1) Check balances by appropriations brought forward from the previous account current; check requisitions by appropriations and notices of warrants issued against the account current, and check certificates of deposit similarly; check disbursements by appropriations as shown on abstract against account current; check balances by appropriations due the United States as shown on the account current at the close of the quarter against the summary and individual appropriation disbursing ledgers.

(2) Check register of unclaimed checks.

(3) Ascertain whether canceled, spoiled, and undelivered checks are forwarded to the General Accounting Office in accordance with instructions.

(4) Verify balances reported on requisitions for funds.

(5) Ascertain whether district fiscal agent or his deputy signs checks in blank.

(6) Check monthly report summarizing the check disbursement work, submitted with the check carbons (occasionally).

(7) Check Treasurer's monthly statement of paid checks (occasionally).

(8) Ascertain whether all blank checks supposed to be on hand are actually intact (occasionally).

(9) Check travel advance accounts and compare total balances with account current and summary disbursing ledger.¹³¹

(C) COLLECTION AND DEPOSIT OF RECEIPTS

(1) Check certificates of deposit covering receipts and Forms 5504, against corresponding abstract; follow up canceled items on abstract to see that appropriate action was taken in each case; check the footings of several daily abstracts; check recapitulation of certificates of deposit against account current.

(2) Check repayment register against account current; see that refunds due on scrip books and other refunds, including amounts due from other bureaus, from outside cooperative agencies for fire suppression, fire prevention, and the like, are duly solicited and followed up; see that deposits are promptly made and recorded on the register.

(3) Ascertain whether temporary receipts are issued for each cash payment, and check carbon copies of such receipts against abstracts.

(4) Ascertain whether remittances are made payable and mailed to proper party.

(5) Ascertain whether remittances are properly protected in the incoming mail.

(6) Ascertain whether moneys are received by unbonded or unauthorized forest officers.

(7) Check transactions involving the depositing of Liberty bonds to secure proper performance of contracts, noting whether the bonds were promptly filed with the Federal reserve bank, the form of the bank's receipt, and whether all usual and necessary safeguards have been taken.

(8) Check bonds, certified checks, etc., deposited with the district fiscal agent by road contractors and others as guaranty for the performance of contracts.

(9) Ascertain whether district fiscal agent closely supervises cooperative accounts undeposited.

(10) Ascertain whether the district fiscal agent checks the forest receipt registers quarterly; committee personally check one or more registers (occasionally).¹³⁴

(D) MISCELLANEOUS DUTIES

(1) Check collections, disbursements, balances, etc., in the special deposit account.

(2) Check temporary special disbursing agent's accounts quarterly when balance on hand, or see that they are checked by the district fiscal agent.

(3) Check commissary record of supplies issued and salary deductions.

(4) See that bonds of all active fiscal officers and for travel advance accounts are in force and premiums paid.

(5) Note whether adequate safes are provided; that money papers are put away at night; that safes are invariably locked before the office is closed.

(6) Ascertain whether district fiscal agent checks forests' allotments and disbursements at least four times each fiscal year.

(7) Compare vouchers with abstracts; note whether reimbursements accounts are paid, including large items other than for travel (occasionally).

(8) Check correctness of the authentication certificates; ~~see that vouchers are not certified and approved by same officer; see that no perfunctory signatures are attached~~ (occasionally).

(9) Suggest changes in forms, records, procedure, etc., considered desirable in the interest of a full and comprehensive audit.

(10) Suggest changes in organization and assignment of work with the view to having no money matters handled by one employee to the exclusion of all others.

(11) Keep in close touch with the district fiscal agent's office and keep the district forester advised in the premises.

(12) Determine and report the number of field audits and inspections, also of district office units, made by the district fiscal agent and his assistants during the quarter.

(13) Make such other investigations and reports to the district forester from time to time as may appear desirable.

A rubber stamp reading "Checked by auditing committee" with space for date should generally be impressed on the records audited. It is entirely practicable for the committee to place this stamp on most of the records which they are expected to verify.

JOURNAL RECORD

The committee will keep a current file of its regular reports, special reports and memoranda, and other records, showing the dates and results of its auditing activities of examinations, arranged in chronological order, which will be considered in the light of a journal and retained permanently.

REPORTS ^a

The committee will render a report to the district forester at the end of each quarter on Form 557, showing the results of its verifications and inspections during the quarter, and calling attention to any matters requiring further consideration or action. Copy of these reports will be retained in the district auditing committee's file and the original retained by the district forester. The district forester will supply the committee with a memorandum setting out any action taken by him on the report and containing such comment or criticism as he deems appropriate. Special reports will be rendered by the auditing committee when considered desirable by them, or upon request of the district forester, the Forester, or the Secretary of Agriculture.

RESPONSIBILITY OF THE DISTRICT FORESTER

The district forester will be responsible for the personnel and functioning of the district auditing committee, and for reviewing and checking the inspections made and reports rendered by such committee to an extent sufficient to satisfy himself at all times that the disbursements and receipts of public moneys in his district are properly safeguarded. The district forester will cause special inspections or examinations to be made by the district auditing committee or by other members of his organization, should he deem it advisable, to verify the correctness of the accounting and disbursing work of his district in any particular.

^a Amdt. No. 40, effective July 1, 1926.

It is the duty of all members of the service to report to the district forester any unusual conditions in the accounting offices having to do with the handling of public moneys, which may come to their attention, or actions on the part of fiscal officers which may not be understood, in order that appropriate investigation may be made and proper steps taken to correct such conditions if necessary.

SERVICE ^a

Audit of the books and other records of the district offices of finance and accounts will be made annually by the chief, finance and accounts or by his immediate representative. Such inspections and audits will include (1) cash disbursements; (2) check disbursements, regular and special accounts, (3) transactions of special deputy fiscal agents, including the completeness of instructions to such agents; (4) receipts; (5) examination of paid vouchers; (6) fund, property, and cost-accounting procedure; (7) verification of the bookkeeping records; (8) claims cases; (9) the activities of the district auditing committee; (10) appointments and civil-service requirements; (11) retirement records and actions; (12) leave of all classes; (13) Bureau of Public Roads cooperation; (14) the adequacy of equipment in use; (15) the sufficiency of all classes of procedure of the office; and (16) other miscellaneous duties relating to the operation of the district fiscal offices. Discreet inquiry will be made when in the judgment of the chief finance and accounts such action is deemed desirable as to the standing of the district fiscal agent and his assistants in their community and as to their associations and outside activities.

~~COST ACCOUNTING~~

~~ACTIVITY COSTS~~

~~For the purpose of administrative control and the preparation of financial reports to the Forester, the Secretary of Agriculture, Bureau of the Budget, and Congress, the expenditures of the Forest Service will be divided into 29 standard activities or elements of cost, which will be kept by appropriations.~~

~~INDIRECT ACTIVITIES DEFINED~~

~~Activities to which expenditures are to be charged are divided into two classes, viz, those that carry charges which apply to specific kinds of work sometimes referred to as productive activities and those which carry charges that are indirectly of benefit to the specific kinds of work. Activities in the second class are usually referred to as indirect activities. They are represented by activities 001 to 008. The charges to these eight activities are eventually distributed to the productive activities in the same proportion that the time spent on each productive activity by certain members of the forest force bears to the total time charged to productive activities. The process employed in making this distribution or proration is explained in greater detail in a later paragraph under the heading "Distribution of indirect and overhead." Since no method of distribution of indirect charges to productive activities on a pro rata basis can be wholly accurate, it is essential that charges to the indirect activities be restricted to the minimum consistent with the activity definitions and the instructions hereinafter contained. Accordingly no charges will be entered against indirect activities until a determined effort has been made to charge time to one of the productive activities.~~

^a Amdt. No. 40, effective July 1, 1926.

ACTIVITIES OR ELEMENTS OF COST ^a

(001) Supervisors, Acting Supervisors, or Assistant Supervisors, and Clerks.

Includes time and traveling expenses of supervisors, assistant supervisors, or acting supervisors, except when engaged on a particular activity or project apart from their regular supervisors duty. For example, if a supervisor or assistant supervisor spends a week marking timber in order to help the marking crew to keep ahead of the cutters he is not working as a supervisory officer and his time should be charged to timber sales; whereas if the time were spent on marking in order to illustrate marking principles or instruct subordinates, the time is supervisory and should be charged to this activity. The same principle applies to all activities. This activity includes also the time of clerks when filing correspondence or on miscellaneous office work which can not properly be charged to a specific activity. On the other hand, where clerks are doing office work in connection with grazing, timber, or any other of the productive activities, their time should be charged to the activity concerned.

(002) Service Equipment—General.

Includes cost and maintenance of equipment purchased for general use on the forest, whether expendable, semiexpendable, or nonexpendable; freight, express, and drayage charges thereon; time and expense of forest officers, cost of materials in making or repairing service-owned equipment, and the purchase and maintenance of service animals, vehicles, and harness; the checking of property incident to resignation, transfer of station, etc.; taking inventory of service tools and equipment; investigating and prosecuting property-trespass cases. Motor boats and motor vehicles, miscellaneous equipment, animals, and tools purchased for particular projects or activities and maintenance of same will be charged to the activity or project concerned until completed, after which maintenance charges will be against service equipment, general, provided that the equipment is put into general use.

The cost of maintenance and upkeep of pack stock, teams, and motor vehicles used primarily on only a few activities such as presuppression, suppression, and improvement work should not be charged here. If it is impracticable to distribute such costs currently to the activities benefited, they should be charged to suspense account 033 and distributed at the end of the fiscal year on the basis of Service Report Forms 26 kept for such equipment. Salary expenditures in connection with maintenance of such equipment which are held in suspense in activity 030 should not, of course, be also held in suspense activity 033. Such salary is apt to be comparatively small and may be charged to service equipment, general, if it can not be charged to the activities affected.

(003) Headquarters.

Includes (1) all time and expenses in connection with rent, heat, light, water, janitor service, and post-office box rent, telephone rental and tolls, telegrams, furniture and furnishings, filing cases, typewriters, stationery, forms, office supplies, and other similar items necessary at headquarters. The time and expenses of any forest officer spent at any service headquarters or station on construction or maintenance of improvements should be charged against such improvements (2) time spent by any forest officer on miscellaneous office work, filing correspondence, miscellaneous study time which can not properly be charged to a specific activity, and odd jobs at headquarters of other than an office nature, such as pruning trees, cleaning barn, shoveling snow, etc., will be charged here; also, other duties except on personally owned equipment performed at official station or in town in which station is located, which can not be charged to any other activity, will be listed as a headquarters charge.

^aAmdt. No. 10, effective July 1, 1926.

(004) Maintenance of Personally Owned Equipment.

Includes all charges for time and expenses incident to upkeep of personally owned horses, motor vehicles, and other equipment used in official work except when used exclusively on a specific activity; barn and garage rental; cost chargeable to forage whether purchased or grown, hauling horse feed for general administrative work, hunting for lost horses except when lost in connection with some specific activity; also reimbursement for loss, damage, or destruction to horses or other personally owned equipment unless chargeable to some productive activity.

* Ordinarily the official work day of field going officers will start when the officer is ready to leave his headquarters or temporary stopping place. The following governing principles will be observed (1) for horse trips, after horses have been wrangled, saddled and packed; (2) for motor trips, after servicing motor vehicles; and (3) for hiking trips, after preparation of equipment for back-packs. When, because of unusual circumstances, more than 30 minutes are required for these steps, the additional time should be treated as part of the official day and charged to activities as provided in the paragraph above regarding hunting for lost horses.

(005) Mail and Supplies.

Includes time and expenses spent in securing mail or supplies of a miscellaneous character which can not properly be charged to a specific activity. Special trips for supplies for a specific activity or project will be charged to such activity or project.

Do not include the time of clerk spent in ordering supplies or sending out supplies. Such time should be charged to "Service equipment, general," or to the specific productive activity benefited.

(006) Meetings.

Includes time and expenses of forest officers in attendance at ranger or other miscellaneous service and public meetings general in character. Where meetings can properly be charged to other activities, like stock meetings, fire conferences, etc., time and expenses should be distributed accordingly.

In general meetings, where sufficiently long periods, as an hour or more, are given over primarily to specific activities, such time should be charged to those specific activities.

(007) Transfer of Station.

Includes time and traveling expenses of any forest officer on general administrative work when transferring from one station to another. Also include costs of crating, transportation, and drayage of their personal effects incident to change of official station for permanent duty; this applies similarly to ranger transfers between winter and summer stations. The cost of transfer of project men on timber sales, reconnaissance, etc., will be charged to such projects.

*Amdt. No. 221, effective Oct. 15, 1929.

008) Unclassified Work.*

Charges against this activity should include only miscellaneous jobs performed away from headquarters which can not be classified under one of the other activities and which individually and collectively do not consume enough time and expenses to warrant separate activity headings. Include here the time and expense on account of delays caused by storms on general field trips when they can not be charged to a specific activity, trips with visiting officers on work not related to specific forest activities, trips from winter stations to summer stations for inspection of premises, transporting an injured officer to the doctor, searching for a lost man or for a body but not in connection with a specific project, time spent by new man in going over district with an old ranger for the purposes of acquiring a general knowledge of the country and work gathering forest historical data, enforcement of State sanitary laws other than in connection with designated cases, stream-gauge readings in connection with the Geological Survey, reading snow scales in cooperation with the Weather Bureau, except when in connection with a research project, collection of lumber and agricultural statistics in cooperation with Bureau of the Census, taxation study work relative to ownership and administration of the national forests, and supervision of timber-right cuttings. In general, include cooperation with other bureaus and agencies, which does not primarily benefit some forest activity and can therefore not be charged to one of the productive activities.

*Amdt. No. 99, effective Jan. 1, 1928.

(99) Fire Prevention.

Includes all charges for time and expenses of all educational publicity, admonitory, and danger-reduction work primarily directed toward preventing the occurrence of fires in the national forests such as posting signs, registering visitors during fire season, enforcement of closed-area restrictions, issuance of campfire permit, lectures and exhibits on fire subjects, patrol for the purpose of cautioning campers and recreationists, preparation and distribution of circular letters on fire, investigation of origin of fires, fire law enforcement, planning and organization of any of the foregoing activities, reduction of fire danger by disposal of inflammable debris, snags, etc., not chargeable to a specific activity. Cost of disposal of debris from timber sales, free use, improvement work, or other recognized activities will be charged to the activity concerned. Time and expenses of control lines around camp grounds, not made in connection with fire suppression, should ordinarily be charged to "Fire prevention." Costs of permanent fire breaks around camp grounds which represent considerable investment and maintenance and which are carried on the improvement records should be charged to the appropriate "Improvement activities." ^a

When patrolmen, guards, or others hired primarily for fire prevention engage in actual improvement or other work while fulfilling their duties on fire prevention, the time so spent will be charged to the specific activities concerned and not to fire prevention. Time and expense on fire-prevention work, the purpose of which is to build up protective measures for State or privately owned lands not intimately affecting the protection of national forest lands will be charged to "Forestry extension." Travel by rangers or others over a grazing unit where an actual range inspection is made in conjunction with fire prevention should be charged to "Grazing administration." Patrolmen engaged in either fire prevention or presuppression work who work in a dual capacity on both of the activities in such a way that a practical division can not be made for charging time, may charge such time to fire prevention at the direction of the forest supervisor, and the division will be made later as hereinafter instructed. Time spent on fire damage appraisal work should be charged here.

Do not charge travel time on other recognized activities to fire prevention. If such travel time is increased by a detour made for the specific purpose of preventing the start of fire, charge to fire prevention only the additional travel time required on account of the detour.

(100) Presuppression.

Includes charges for time and expense incident to the organization, instruction, management, maintenance, inspection, and equipment designed to provide for effective work by guards, cooperators, and other agencies depended upon for fire suppression, up to the point where action starts to suppress an actual or reported fire, emergency rations; presuppression plan work and general fire maps.

The time of guards or others who are primarily employed for presuppression work or held at headquarters because of the severity of the fire season, will be charged to this activity except when they are actually engaged on improvement or other work in which case such time will be charged to the latter activities. Time of emergency guards will be charged to fire prevention, presuppression, or suppression exactly the same as is done with regular guards. When equipment and supplies are purchased after the start of an actual or reported fire the cost should be charged to suppression. Time and expense on presuppression work, the purpose of which is to build up protective measures for State or privately owned lands not intimately affecting the protection of national forest lands will be charged to forestry extension. Travel by rangers or others over a grazing unit where an actual range inspection is made in conjunction with presuppression should be charged to "Grazing administration."

Do not charge travel time on other recognized activities to presuppression. If such travel time is increased by a detour made for specific presuppression reasons charge to presuppression only the additional travel time required on account of detour.

^a Amdt. No. 99, effective Jan. 1, 1928. (85-D)

(101) Fire Suppression.

Includes charges for time and expenses incurred for the purpose of suppressing fires; in connection with fires on which work was not necessary, and fires not found (false alarms); equipment and supplies for use in fire suppression purchased after the start of fire or fires; individual fire reports.

IMPROVEMENT—CONSTRUCTION

(110) Roads and Trails.

Time and expenses incident to new construction of roads and trails, and reconstruction or betterments of existing roads and trails.

(111) Headquarters Improvement.

Time and expenses incident to new construction of permanent improvements, and reconstruction, additions or betterments of existing improvements, including dwellings, barns, fences, etc., at both summer and winter headquarters stations of year-long employees. Time and expenses for construction of improvements at other stations, including lookout stations, should be charged to 112; time and expenses for construction of improvements for storage and maintenance of equipment for road construction projects should be charged to 110.

(112) Other Improvements.

Time and expenses incident to new construction of permanent improvements and reconstruction, additions or betterments of existing improvements, other than roads and trails and headquarters improvements. Construction or betterment of camp ground improvements should be included here.

IMPROVEMENT—MAINTENANCE

(120) Roads and Trails.

Time and expenses incident to the repair and maintenance of roads and trails, except reconstruction or betterments.

(121) Headquarters Improvements.

Time and expenses incident to the repair and maintenance of permanent improvements, including dwellings, barns, fences, etc., at both summer and winter headquarters stations of year-long employees. Time and expenses for maintenance of improvements at other stations, including lookout stations, should be charged to 112; time and expenses for construction of improvements for storage and maintenance of equipment for road maintenance projects should be charged to 120.

(122) Other Improvements.

Time and expenses incident to the repair and maintenance of permanent improvements, other than roads and trails and headquarters improvements. Maintenance of camp ground improvements should be included here, but merely cleaning up an established camp ground will be charged to "Recreation."

(013) Timber Sales.

Includes time and expenses of forest officers in negotiating sales, appraisal work, marking, scaling timber, or posting property notices, sales supervision, scaling, and brush disposal in sales of all classes (except S-22), together with examinations and reports on ranger sales and supervisors' unadvertised sales and any other work not properly chargeable to timber survey. Will also include charges for time and expenses on account of timber settlement, and investigation, reporting, and prosecution of timber trespass. Charges for time and expenses spent in marking and scaling timber cut under an exchange agreement and supervising the cutting under such an agreement should be charged here.

(014) S-22 Sales.

Includes charges for time and expenses incident to sales under regulation S-22.

(015) Forestry Extension.

Includes time and expenses incident to developing forestry practice and support of such practice outside the national forests by private concerns and the public. It includes county fair and special exhibit work; public lectures and other general publicity work not primarily for the benefit of the national forests; cooperation with States under Clarke-McNary Act in furnishing seed and trees for planting. Expense of cooperation in connection with carrying out provisions of the Clarke-McNary Act with reference to fire protection should be charged to this caption, and taxation inquiry work, the purpose of which is to assemble information on which to base equitable tax laws applicable to privately owned timberlands. Forestry extension will also include expenditures of Oregon & California Railway lands funds and contributed time to this work, as well as insect infestation work outside the national forests. When any of the work enumerated under this heading is done primarily for the benefit of a forest or an activity, it should be charged to that forest or activity. For instance, publicity matter designed to increase timber sales or foster public support of certain timber-sale policies should be charged to timber sales; public relations work in support of policies relative to any forest activity should be charged to the particular activity affected, or if general in character, to "Unclassified."

(016) Timber Survey.

Includes charges for time and expenses incident to making estimates and preparing maps of timber resources; cost of timber sales up to the point of appraisal in all cases except ranger sales and supervisors' unadvertised sales. The cost of appraisal and subsequent cost in timber-sale administration are properly chargeable to timber sales. All time and expenses of the local force in ranger sales and supervisors' unadvertised sales will be included under timber sales.

Studies of cut-over lands for management plan purposes and all expenses in obtaining and compiling information for management plans should be charged here.

(017) Reforestation and Nurseries.

Includes time and expenses incident to the operation, care, and upkeep of nurseries, the collection and extraction of seed, field seeding, field planting, protection against rodents, and reforestation reports.

(018) Free Use.

Includes charges for time and expenses incident to the disposal of timber for which no payment is made.

(019) Timber Stand Improvement and Protection Other Than Fire.

Includes all charges for time and expenses incident to the control and extermination of tree-destroying insects, rodents, porcupines, etc., for the benefit of a timber stand, and thinnings not connected with timber sales.

(020) Research, S. & P.

Includes charges for time and expenses incident to silvical or products investigations.

(021) Grazing Administration.

Includes charges for time and expenses incident to securing applications, counting stock, inspecting ranges, collecting range forage plants for identification, except when in connection with grazing reconnaissance and investigative projects; preparing management plans, making range allotments, range appraisal, regulating use of range, salt distribution, posting notices; investigating trespass or reported trespass cases, prosecuting such cases, and other law-enforcement measures; impounding and disposing of stray horses; grazing cooperation; making reports, maps, and surveys, and all other grazing activities except reconnaissance and investigations; also the extermination of predatory animals (trapping) and rodents in cooperation with the Biological Survey and eradication of poisonous plants for the benefit of the range will be charged here when grazing administration rather than game protection derives the chief benefit.

(022) Grazing Reconnaissance.

Includes charges for time and expenses on approved range reconnaissance work.

(023) Grazing Investigations.

Includes charges for time and expenses incident to scientific range investigations, studies, and reports. Grazing quadrat and fenced inclosure work will be charged here.

(024) Fish and Game.

Includes charges for time and expenses incident to the study, protection, and development of fish and game resources on the national forests. Fish and game law enforcement activities, cooperative measures, reports, time consumed in the issuance of fishing licenses, etc., will be charged here; this activity will also be charged with the cost of exterminating predatory animals (trapping) in cooperation with the Biological Survey when game protection rather than grazing administration derives the chief benefit.

(025) Land Adjustments.

Includes charges for time and expenses incident to lands activities of every character, excepting "Acquisition and exchange," "Special uses and rights of way," and "Recreation." Time and expenses incident to entry surveys will be charged here.

(026) Acquisition and Exchange.

Includes all time and expenses incident to location, survey, and appraisal of lands to be purchased or acquired by exchange or proclamation.

(027) Special Uses and Rights of Way.

Includes time and expenses incident to handling of Interior Department and other rights of way and water-power leases; also time and expenses incident to mapping, surveying, reporting upon, etc., all other special-use cases (including recreational uses); also time and expenses incident to occupancy trespass cases.

(028) General Surveys and Maps.

Includes time and expenses incident to the making of surveys and maps, boundary surveys and boundary posting, map corrections, and revisions, assembling and recording of data on land status. General Land Office surveys, copying field notes for surveys, and compilation of any geographic or map data, not a part of the specific activity.

(029) Recreation.

Includes time and expenses in connection with recreational work not properly chargeable to fire prevention, special uses, or improvements. There should be charged here public relation work in connection with recreation, the cleaning of public camps; also reconnaissance, mapping, and preparation of working plans of recreational units which have not developed into special-use cases or improvement projects. As soon as improvement or special-use projects materialize, the charges will be made against such projects.

ADDITIONAL ACTIVITIES FOR ACCOUNTING PURPOSES ^a

The four following activities have been added to the 29 standard activities, of which Nos. 030, 031, and 032 do not concern rangers, guards, and similar field employees in their cost work.

(030) Salaries and wages (suspense) is exclusively for use of the forests. The time of all regular appointees and temporary employees who submit service reports (Form 26) should be charged against this caption. At the close of the fiscal year a Form 34 for each appropriation will be required from each forest, which should agree exactly with the total amount charged against the activity during the fiscal year.

^a Amdt. No. 40, effective July 1, 1926. (86-D²)

(031) Supervision pertains exclusively to the district offices. District office salary expenditures will be charged against this caption currently and also other expenditures not charged to 033 as hereinafter provided. The following procedure relative to coding salary expenditures will govern: ¹⁷⁰

All district office salaries recorded as district office disbursements will be coded at time of payment to the district office organization symbol and activity 031, including salaries to be later charged to district as a whole. The district office personnel who work primarily as specialists on or for the forests or other units should be required to submit the regular monthly service report (Form 26) to the district fiscal agent currently. These reports will show the charges to activities by units (forests, nurseries, experiment stations, district as a whole). Time not chargeable to any particular unit will be charged to district office activity "Supervision." Such time will include supervisory and inspection work of a general character.

Any work done directly for the benefit of a particular unit will be charged to that unit and to the activity involved. This would include such actual planting, road construction and maintenance, and reconnaissance jobs as are done upon or for a particular unit, and district as a whole.

Salary and expenses not properly chargeable to the forests and experiment stations, but which do not fall into district overhead, will be considered as a direct charge for the district as a whole and will not be prorated to the forests. This will provide for such work as defined in activity 015; cooperative fire protection (Clarke-McNary law) which is not a part of the national forest administration or protection; research that is not chargeable to forests or experiment stations; special insect projects outside the national forests; and other special activities where the direct work is done under the supervision of the district office and included in its expenditures. Such work can not be included in the charge backs to units because it does not pertain to the administration, protection, or development of an individual national forest or other organization unit and being direct work, can not be included in district office overhead.

In the use of Form 26 activity 001 will be utilized for activity 031, "Supervision, inspection, overhead." The face of the form should be kept currently and will show distribution by dates and activities. The reduction of time to money will be made in the district fiscal agent's office. The reverse side will be used as a summary by writing the numbers and titles of the activities involved and inserting under same, one to a line, the names of the forests or other units and hours worked. The district fiscal agent will summarize the Forms 26, by appropriations currently, or, as opportunity affords, on Forms 34a and 34, adapting them for the purpose.

The following procedure relative to coding district office expenditures other than salaries will govern:

All district office expenditures other than for salaries will be coded at time of payment to the district office organization symbol and activity 031, except that activity 033 may be used, at the discretion of the district fiscal agent, to designate expenditures to be later charged back to forests or other units.

Travel accounts of the district office personnel who are required to submit service reports and of others, when considered desirable, will show on Form 79b or some form provided for the purpose, when the account is submitted for payment, the amounts by activities and units to which the account is chargeable, such distribution being made in accordance with the instructions under the heading "Distribution of traveling expenses," page 86-D⁵ of the Manual. Amounts chargeable to district office supervision or overhead will be coded to project 031 at time of payment, and amounts chargeable to other units will be coded to either activity 031 or 033, as may be desired.

The Forms 79b covering travel items to be charged back to other units, after punch carding, will be filed separately for future reference. They may be summarized either currently or as opportunity affords by units, activities, and appropriations, so that charge-back adjustments may be readily made at the end of the fiscal year.

District office accounts, such as supplies and temporary labor, which it is known or believed at time of payment will in whole or in part be later charged back to some unit, will be coded to either 031 or 033, as may be required by the district fiscal agent. The employee submitting such accounts will note on the Form 79b that a charge back is involved. Such Forms 79b, after punch carding, will be filed separately for future reference. At the end of the fiscal year the distribution of all such charge backs will be made to the units and activities involved by appropriations, the distribution by units and activities being furnished by the office responsible for the transactions.

After the close of the fiscal year the district fiscal agent will prepare debit punch cards by appropriations and activities showing (1) direct charge backs to the various units and (2) direct charges to the district as a whole; at the same time credit cards will be punched crediting activity 031 or 033 by appropriations in the manner outlined on page 16-D. The object symbol will be punched as four ciphers on both the credit and debit cards. The symbol 031 will be punched in the last two columns of the miscellaneous section for identification purposes. A Form 79 will accompany this group of cards when forwarded to Washington.

After crediting activity 031 or 033 with the direct charge backs to units and direct charges to the district as a whole the amount remaining charged to activity 031 will constitute the district office overhead, consisting of supervision and inspection items, accounts, maintenance, miscellaneous stenographers and clerks, library, etc. This amount will be prorated in the Washington office to the various forest units by activities.

(032) General administration, applies only to the Washington office. The salary and expense of Washington office specialists, like the Clarke-McNary law section, the research branch, the acquisition force, strictly investigative and studies, men, etc., will be charged directly against the regular standard activity benefited. This caption is not to be treated as a suspense account and will not be prorated to forests or experiment stations.

(033) Supplies, equipment, and provisions (suspense) will include payments for subsistence, equipment, and other supplies, as well as freight incident to the purchase and distribution thereof, which can not be allocated to the proper activities at the time the expenses are incurred. Payments for maintenance and upkeep of pack stock, teams, and motor vehicles (other than salaries) will be taken care of here when such equipment is used on only a few activities to which it is not practicable to make the charges concurrently. Maintenance and upkeep of pack stock, teams, and motor vehicles used quite generally on all activities will be charged currently to the activity, "Service equipment, general."

RECORD OF SUSPENSE ACCOUNT CHARGES

A current record by appropriations will be maintained on the forests, using Form 19L for the purpose, of charges to suspense activities Nos. 030 and 033 in order that the total of the distribution at the close of the fiscal year will agree exactly with the total of items concurrently reported on Form 79b.

DISTRIBUTION OF SUSPENSE ACCOUNTS

The distribution of suspense account No. 030 (salaries and wages) will be made by means of Form 34, and of suspense account No. 033 by correction Form 79b.

UNIT FOR CHARGING TIME

The distribution of time will ordinarily be made in hour periods for time actually worked, the sum of the distribution equalling in all cases the total hours worked for the day. In the case of protection guards the minimum unit of time in making distribution may be one-half day when specifically authorized by the district forester.

Members of the regular forest personnel are required to prepare their own Form 26, except, of course, in emergencies or under conditions making it impracticable for them to do so. Also the monthly service reports of administrative and protection guards should ordinarily be prepared by them personally. However, in cases where it would appear to expedite matters or provide a more accurate and uniform distribution of time for the ranger to prepare the Form 26 for short-term men, such procedure may be observed.

Form 26 may be used to advantage in connection with Government teams and trucks employed on general forest work. When teams or trucks are used on specific projects and maintenance costs are paid from project funds, Form 26 would be of no particular value.

DISTRIBUTION OF TIME

All officers and employees assigned to the national forests, except forest supervisors, will make daily distribution of their time. The supervisor's time will not be distributed except when employed for more or less extended periods on jobs other than his ordinary supervisory or inspectional activities, as when working on specific projects comparable to that of rangers or project men. While much of the time of assistant supervisors is devoted to supervisory duties and a considerable portion of the time of clerks is spent on general office work, both chargeable as indirect (activity 001), the remainder of their time practicable of direct distribution to productive activities will be so charged. Members of the forest headquarters office need not keep regular diaries while engaged in office work unless required by the supervisor. However, in the absence of diaries it is important that they distribute their time at the close of each day.

Each yearlong officer should have a copy of the latest revision of Form 874-29 inserted in his diary. This form contains a complete list of the activities (numbered on the margin), with definitions in full and is designed to assist rangers and others in making correct time distribution and also in facilitating the work.

All travel time, including "job to job" trips, should be charged in so far as practicable to the activity benefited. When travel is performed for a special project or activity and the work can not be accomplished upon arrival, the time should be charged to the activity for which the travel was performed. Unexpected deviation to incidental activities will be charged with the proper share of the travel time.

When an officer or employee who is employed for fire protection performs work on improvements or other activities, his time will be charged to the activities on which it is actually spent.

FORM 26, MONTHLY SERVICE REPORT ^a

All time devoted to official work will be accounted for on Form 26, including official work on Sunday or holidays. Official work includes only the time an officer gives to his official job and should never include such personal duties as cooking, milking, chores, splitting wood at headquarters station (unless put on a job basis and approved by the supervisor, or unless done by guards or assistant rangers for whom there is no other necessary work at the time), washing clothes, and preparation and care of gardens or fields producing hay for animals not in official use.

On days when no official work is performed, enter an "X" opposite the word "Totals" on line 30 of the form, and if on annual leave, sick leave, or leave without pay, proper entry should be made for the time opposite the appropriate caption (lines 31, 32, and 33) at the bottom of the form. By this method the actual working time will be shown and days upon which no work is performed omitted automatically.

Opposite the caption "Time in field" (line 34) there should be included all time on official work spent away from the headquarters or headquarters town of the officer reporting, exclusive of time spent in procuring personal supplies or incident to the maintenance of self and personal equipment.

In distributing time on the face of Form 26 forest officers must adhere strictly to the standard activity captions which are printed on the form, but may add, when required, in the space provided for the purpose on the reverse side of the form, the name of the particular project or projects and the time chargeable to each. For example, a ranger working on "Timber sales" and "Fire suppression" would charge his time to these activities on the front of the form and on the back would show "Smith-Jones sale, scaling 4 hours"; "Plum Creek fire, 7 hours."

All officers and employees assigned to the national forests, except forest supervisors, will submit Form 26 monthly, unless specifically excepted from the requirement by the district forester or supervisor. Protection guards whose entire time is given over very largely to one activity may be excepted, provided that an adequate report is made of their time on Form 874-15 or other appropriate form, which reports should be retained in the supervisor's office for record purposes. Perhaps it may be considered desirable in some districts to also exclude administrative guards under certain circumstances. It will be the district forester's responsibility to determine these matters, and in so doing he should assure himself that a sufficient time report form is employed and one requiring less time to prepare than Form 26.

Members of the regular forest personnel are required to prepare their own Form 26, except, of course, in emergencies or under conditions making it impracticable for them to do so. Also the monthly service reports of administrative and protection guards should ordinarily be prepared by them personally. However, in cases where it would appear to expedite matters or provide a more accurate and uniform distribution of time for the ranger to prepare the Form 26 for short-term men, such procedure may be observed.

Form 26 may be used to advantage in connection with Government teams and trucks employed on general forest work. When teams or trucks are used on specific projects and maintenance costs are paid from project funds, Form 26 would be of no particular value.

DISTRIBUTION OF TIME

All officers and employees assigned to the national forests, except forest supervisors, will make daily distribution of their time. The supervisor's time will not be distributed except when employed for more or less extended periods on jobs other than his ordinary supervisory or inspectional activities, as when working on specific projects comparable to that of rangers or project men. While much of the time of assistant supervisors is devoted to supervisory duties and a considerable portion of the time of clerks is spent on general office work, both chargeable as indirect (activity 001), the remainder of their time practicable of direct distribution to productive activities will be so charged. Members of the forest headquarters office need not keep regular diaries while engaged in office work unless required by the supervisor. However, in the absence of diaries it is important that they distribute their time at the close of each day.

Each yearlong officer should have a copy of the latest revision of Form 874-29 inserted in his diary. This form contains a complete list of the activities (numbered on the margin), with definitions in full and is designed to assist rangers and others in making correct time distribution and also in facilitating the work.

All travel time, including "job to job" trips, should be charged in so far as practicable to the activity benefited. When travel is performed for a special project or activity and the work can not be accomplished upon arrival, the time should be charged to the activity for which the travel was performed. Unexpected deviation to incidental activities will be charged with the proper share of the travel time.

When an officer or employee who is employed for fire protection performs work on improvements or other activities, his time will be charged to the activities on which it is actually spent.

When patrolmen performing the dual duties of fire prevention and pre-suppression are permitted to charge their time to fire prevention as outlined under the activity definition of fire prevention, the division of these charges on the service report or Form 874-15 will be made in the supervisor's office as follows: The supervisor will determine at the beginning of each season the per cent of the fire-prevention charges to be made to fire prevention and pre-suppression for each patrolman whose duties combine these two activities. Before the service reports for these patrolmen are posted to summary Forms 34a, or charges made direct to activities from Forms 874-15, these per cents will be applied to total charge to fire prevention to obtain the charges to fire prevention and pre-suppression. The travel expenses of these patrolmen will be divided in the same manner. This procedure is not to be applied to other activities on which these patrolmen may work. That is, their time and expenses should be distributed to all other activities than fire prevention and pre-suppression in the regular manner.

In order that the monthly report (Form 26) may be readily prepared, it is desired that the diaries contain sufficient information to indicate the proper distribution of time, such as time of entry on duty, time of leaving headquarters, time of arrival at any project and time of leaving same, as well as time of arrival at station on return. A summary of the projects and activities, with the time spent on each, should be noted at the bottom of the page for the day, using in the case of activities the numbers only, if desired.

The diaries of field officers and others required to keep diaries will be checked periodically by the supervisor, or the forest clerk, or other qualified assistant designated by the supervisor, in order to make certain that the time of forest officers is being properly distributed and for various administrative reasons. Officers will be informed respecting errors in distribution on their part. The diaries will be initialed and dated by the reviewing officer.

DISTRIBUTION OF TRAVELING EXPENSES

Traveling expenses for a field trip involving a single activity will, of course, be charged to the activity necessitating the trip. Traveling expenses for a field trip involving a number of activities should be charged to the activities benefited in approximately the same ratio as the time spent on each activity. A hard-and-fast mathematical ratio involving detailed calculations will not be applied in securing this distribution. Subsistence and lodging for each day will be charged to the activities worked on during the day in question when practicable; also as much of the transportation costs as possible will be similarly charged.

If the work handled on a trip is varied or general in character so that direct distribution of each day's subsistence and lodging expenditures to that day's work is impracticable the distribution may be spread over the entire period of the trip on approximately the basis of the time spent on each activity during the trip. The hire of special conveyances while on a general trip for the purpose of making a side trip relating to a specific activity or activities will be charged directly to the activity or activities concerned. All other charges for transportation pertaining to the trip as a whole will be distributed approximately to the activities worked upon during the trip.

Traveling expenses of patrolmen, performing the dual duties of fire prevention and presuppression, will be charged in the manner outlined under "Distribution of time."

The actual distribution of traveling expenses will ordinarily be made by the forest clerk from the diaries and service reports on file in the supervisor's office. When this policy is not practicable supervisors may require the field officers to supply the distribution. Field officers will invariably designate the activity for all items other than strictly travel expenses.

When an officer whose salary is paid by one forest performs work chargeable to another forest, he will prepare two Forms 26, both of which will be submitted to the supervisor of the forest to which he is regularly assigned. One of the Forms 26 will account for the entire month, on which time contributed to the other forest may be stated by simply giving the name of the forest; the distribution by activities of time contributed to other forests will not be necessary. The supplemental Form 26 will show the name of the forest and the distribution of contributed time by activities. The supervisor of the forest to which the officer is regularly assigned will determine the value of the contributed time by appropriations, note the same on the supplemental Form 26, and forward it to the other forest concerned. If the other forest is in another district, the supplemental Form 26 should be transmitted to the district fiscal agent of the other district as provided for in the second paragraph under "Final adjustment" on page 16-D.

In preparing summarized Form 34 the difference between the expenditures for the forest and the cost distribution by reason of details will be explained by a footnote. Expenses other than salary in connection with details should ordinarily be paid by the forest or forests deriving the benefit. This can be handled by submitting the account to each forest for the preparation of Forms 79a and 79b for its portion of the expense.

When an officer whose salary and expenses are charged to the district office, is temporarily detailed to a national forest for work on a forest activity, his time and expenses will be taken up against the forest activity involved at the close of the fiscal year, when the district office "charge backs" to forest costs are ascertained. In order to place the procedure for handling "charge backs" on a systematic and accurate basis, the district forester should designate those members of the district office who work primarily as specialists on or for the forests and require them to submit the regular monthly service report or a similar form to the district fiscal agent currently. These reports should show the charges to activities by forests. Time not chargeable to any particular forest should be charged to district office, activity 031, supervision.

DISTRIBUTION OF SALARIES AND WAGES (SUSPENSE) ¹⁷⁰

A Form 34a will be prepared in the supervisor's office for each member who submits a Form 26, a separate form being used when payment is made from more than one appropriation.

The total number of hours worked on the various activities will be posted monthly from Form 26 to the individual Form 34a. At the end of the fiscal year the number of hours worked on each activity will be totaled and the salary paid the member during the year will be divided by the total number of hours worked on all activities to determine the hourly rate of pay. Using this rate per hour as a factor, the value of the number of hours spent on each activity will be determined and extended to the salary column. For the purpose of calendar year statistical reports it will also be necessary to determine costs for some of the activities as of December 31.

A summarized Form 34 for the forest will be prepared at the close of the fiscal year from the individual Forms 34a after the value of the time has been determined. Summarized Forms 34 should be prepared by appropriations (not by individuals), and the distribution should equal salary payments by appropriations charged to suspense account No. 030 during the course of the year after taking details between forests into consideration. Summarized Forms 34 are due at the district forester's office by July 15, or earlier when practicable. In lieu of the summarized Forms 34 by appropriations there may be submitted to the district forester, if he so directs, a statement showing the totals carried on the summarized Forms 34 by activities and appropriations.

~~DISTRIBUTION OF INDIRECT AND OVERHEAD^a~~

~~The charges to the indirect and overhead activities will ordinarily be distributed to the productive activities on the basis of the time of (1) district rangers and assistant district rangers employed on general administrative work, (2) men under permanent appointment who are in charge of projects, including rangers, lumbermen, scalers, assistant rangers, road superintendents, junior foresters, etc., and (3) the assistant supervisor, executive assistants, clerks, and other permanent employees attached to the supervisor's office who distribute their time to activities in the same manner as rangers. The time of supervisors will not be included in the basis for such distribution; neither will the time of nursery foremen be included. It is also not contemplated that the time of forest men serving as assistants on projects, even though under permanent appointment, be used. For instance, if a timber survey, grazing reconnaissance, etc., party is working on a forest, only the time of the man in charge of the party will be used. The time of district office men working on a forest whose salaries for the period are charged back to the forest will not be considered as a general rule.~~

~~At the time the summarized Form 34 (use revision showing hours) is forwarded, the supervisor will submit, in duplicate, a tabulation prepared without regard to appropriations of the total hours worked on the productive activities by those members of the forest force whose time is to be used in determining the per cents to be applied in distributing overhead and indirect charges. This tabulation will show each productive activity, hours worked on each productive activity by each employee whose time is to be used, total hours worked on each productive activity, and the per cent which the total hours worked by all such employees on each productive activity is of the total hours worked by all such employees on all productive activities. The per cent should be carried out four places, for example, 14.59 per cent, for all productive activities and should total exactly 100 per cent. After approval by the district forester, copy of the tabulation for each forest to be used in distributing the forest indirect as well as the district office overhead between forests, will be forwarded to the Washington office with other cost data for the fiscal year. Nurseries and experiment stations will not receive any indirect or overhead charges other than that resulting from charge backs or details.~~

~~A list of the employees included in the tabulation will also be submitted with the summarized Form 34 for review by the district forester. It should be the aim to include only those employees whose time on productive activities when shown in percentage of the total time worked on productive activities will represent a fair distribution of overhead charges. In making the selection of the employees whose time will be included, the supervisor will be governed by the instructions contained in the second paragraph above.~~

STATISTICAL TABULATIONS BY WASHINGTON AND DISTRICT OFFICES^a

When the final cost figures for a fiscal year are available the chief, finance and accounts, will prepare comparative unit cost summaries by acres, miles, dollars, and such other detailed cost-analysis sheets for the fiscal year as the Forester may require. He will likewise prepare financial tabulations and statements called for by the Forester and chiefs of branches on national forest administration, research, forestry-extension plans, and the like; financial statements requested by Representatives and Senators; cumulative cost summaries by forests and activities; average unit cost summaries for designated periods or years, etc.

The district fiscal agents will prepare for their respective districts such additional cost statements as may be deemed essential or desirable for administrative control.

The statistics on which unit costs in the annual cost statement are based are obtained from the statistical report of the preceding calendar year, except for timber sales, where the amount cut is obtained from the reports of timber cut for the fiscal year covered by the cost figures. Any adjustment in statistical report figures which should be made in obtaining unit costs should be submitted to the Washington office with the final cost data for the fiscal year.

^a Amdt. No. 40, effective July 1, 1926. (86-D⁷)

This will cover such matters as interforest grazing permits, and cutting of exchange timber where the supervision of such cutting has been charged to acquisition and exchange. When the amount of timber cut under exchange has been included with the regular timber sales and the costs of supervision of such cutting has been charged to acquisition and exchange the amount so cut during the fiscal year will be deducted by the Washington office from the regular timber sale cut so as not to disturb the unit costs.

NURSERY COSTS ¹³⁵

Projects.

Nursery expenditures will be charged to one of the following projects:

Major projects.—

1. First-year seedlings.
2. Second-year seedlings.
3. First-year transplants.
4. Second-year transplants.
5. Stock distribution.

Minor projects.—

6. Maintenance of soil fertility.
7. Mess.
8. Work animals and motor vehicles.
9. Administration.
10. General maintenance.
11. Permanent improvements (construction) and equipment.
12. Nonnursery charges.

Major Projects.

Project 1. First-year seedlings.—To this project will be charged all expenditures for 1-year seedlings from the preparation of seed beds (except clearing new ground, which should be charged to permanent improvements) to transplanting, if done within the year, or to the beginning of the second growing season. The following items should be included under this project: Plowing ground, preparing seed beds, sowing seed, mulching seed beds, removing mulch, weeding, watering, care of seedlings, spraying, root pruning, winter mulching, removal of winter mulching, and all other items during the first year, except cost of seed, which will be taken up when the final cost of tree production is obtained.

When the cost-keeping record for this project is to be closed, it will be necessary to add charges for the various minor projects. This will be done by prorating these charges among the major projects according to the instructions outlined under "Apportionment of minor projects." Finally the total cost of the project will be divided by the number of thousand trees in first-year seed beds to give the cost per thousand.

If the density of trees in first-year seed beds varies enough to affect the costs of stock materially as between the various lots of seed, the total costs of this project may first be divided by the total area in first-year seed beds and the result multiplied by the area in each lot. The cost of each lot may then be divided by the number of thousand trees in that lot to give the cost per thousand. As it would then be necessary to maintain a cost of tree production record for each such lot, the carrying of the costs to this detail is not recommended except when the variation in density exists between species, or for seed of same species from different sources. It should be the aim to obtain the average cost of tree production by species rather than for specific lots of seed, but if there is need to know the relative success of seed of the same species from different sources in terms of cost, the above procedure may be followed. The method may also be used to distribute the costs where complete germination for some species requires two years.

Project 2. Second-year seedlings.—If the seedlings are transplanted at the end of the first year this project is unnecessary. It includes all expenses for seedlings from the beginning of the second growing season to transplanting or distribution. This will include such items as care during second year, spraying, root pruning, shading, winter mulching, and removal of winter mulch.

If the trees are kept an additional year in seed beds a project may be kept for third-year seedlings.

The entries for minor projects will be made as under project 1, and the cost per thousand obtained in the same way, with the same calculations for densities as may have been applied the first year.

Project 3. First-year transplants.—To this project will be charged all expenses for transplanting, from digging the seedlings to placing them in the transplant beds, including preparation of transplant beds, and care in the transplant beds until the beginning of the second growing season after transplanting; or if in transplant beds only one year, until distribution. It covers, therefore, preparation of transplant beds, transplanting, cultivating, weeding, watering, spraying, root pruning, and any additional operations required.

Entries for minor projects will be made and the cost per thousand obtained. Allowance for density in spacing may be made as under project 1 for obtaining cost per thousand when deemed desirable, but it would then be necessary to carry the different lots in separate columns on the "Cost of tree production" record.

Project 4. Second year transplants.—To this project will be charged all expenses for second-year transplants from the beginning of the second growing season after transplanting to distribution. This will include the following operations and any additional ones necessary: Cultivation, weeding, watering, spraying, and root pruning. This project is unnecessary if the trees are left only one year in transplant beds. If the trees are kept three years in transplant beds, or again transplanted, additional projects may be set up. In this case transplanting enters as a cost chargeable to the transplants of the subsequent year.

Entries for minor projects will be made and the cost per thousand obtained. Allowance for density in spacing may be made, as under project 1, for obtaining cost per thousand.

Project 5. Stock distribution.—This project includes the cost of digging, sorting, packing, and transporting both seedlings and transplants to the shipping point for shipping to another forest or to another part of the same forest or to private parties. If purchases of packing material, such as moss, are made in large quantities for several years' needs, an inventory of unused moss may be taken at the end of the year when the final calculations of project costs are made, and the cost of the unused material carried forward to the next year's project record.

The entries for minor projects will be made as described for project 1, and the cost per thousand obtained by dividing the total cost by the number of thousand trees distributed during the entire year. The cost of stock distribution in the spring will be taken as that obtained for the previous nursery year.

Minor Projects.

Project 6. Maintenance of Soil Fertility.—To this project will be charged labor, material and other expenditures for general soil management of the nursery, such as liming, composting, spreading manure, cultivating fallow ground, growing soiling crops and any other expenditures in connection with maintaining or increasing the fertility of the nursery soil. Commercial fertilizers used for specific projects and costs of applying them, as in the case of dressings with dried blood and sodium nitrate "stimulators," will be charged directly to the projects concerned. No charges for the construction of storage houses or other improvements for fertilizers will, however, be included here. Such charges will be put under permanent improvements and equipment.

If, for some reason, extraordinary charges are incurred for the maintenance of soil fertility in any year, such as the purchase or application of an unusually large amount of fertilizer, an equitable share of such costs may, with the approval of the district forester, be carried forward to subsequent years. Ordinarily, however, this practice should be discouraged and charges to this project handled as current costs.

Project 7. Mess.—The chief entries under this project are supplies and wages of cooks and assistants. If the cooks and assistants work exclusively on mess, their wages may be charged direct and not included on monthly labor report, Form 357. Care of vegetable garden, hauling supplies and fuel for the mess, and the cost of cooking utensils should also be included. Entries will be made in the same way as described for other projects, and the total charge prorated among the projects in the manner described under "Apportionment of minor projects." A daily record will be kept showing the meals furnished each employee.

Project 8. Work Animals and Motor Vehicles.—The chief entries under this project will be feed and labor in caring for work animals whether hired or owned and such expenses as cutting hay, sowing, and harvesting crops, etc., for such animals. Teamsters or others handling work animals will charge their time to the project on which they are using the animals and only charge their time to the project, work animals, when caring for the animals while they are not working on a specific project. Hire of animals not owned by the Government will be charged direct to the projects on which used according to the time used on such projects. Feed for hired animals will be charged direct on the same basis as the hire when practicable.

When motor vehicles, either hired or owned, are used, the expenditures for their care and upkeep will be kept in the same manner as expenditures for work animals, and if both work animals and motor vehicles are used the costs of each should be kept separately on the project record. Separate memorandum records of time of work animals and motor vehicles on projects should be kept on Form 874-21. The total charges to this project will be prorated at the end of the nursery year among the projects in the manner described under "Apportionment of minor projects."

Project 9. Administration.—This project will include expenses for labor, materials, etc., incurred in official correspondence, preparation of plans and reports, accounts, time spent with official visitors, and general supervision and travel not chargeable to any special project. Where a foreman is employed at the nursery, special effort should be made by him to distribute his time to the specific projects worked on. It will also include time of the supervisor devoted to actual nursery work not chargeable to any other project, but should not include the occasional general inspection of the nursery by the supervisor, or his assistants. It will not include the time of the supervisor or clerk at forest headquarters spent on nursery accounts, reports, and other matters.

Project 10. General Maintenance.—To this project will be charged labor, material, etc., used in making repairs to improvements and equipment, cleaning station grounds, cost of expendable articles not directly chargeable to a more specific project and miscellaneous items not chargeable to any other project, such as general nursery protective measures, weed extermination about grounds, and removal of diseased trees adjoining nursery. Improvement and equipment of small value and having a life of less than three years will be charged here unless they can more properly be charged direct to the specific project benefited.

If information is desired as to maintenance costs on individual improvement projects, subprojects may be carried for them on a memorandum Form 352, but all entries for maintenance should first be made on the main project cost sheet and such of the costs as apply to the subprojects carried to them.

If, for some reason, extraordinary maintenance charges are incurred in any year, such as performance of heavy maintenance work due to availability of funds, an equitable share of such costs may be carried forward to subsequent years, but only with the approval of the district forester. Ordinarily such practices should not be resorted to, as maintenance should be regulated as nearly as possible so that it represents a yearly normal charge against tree production.

When considered necessary to obtain a better distribution of charges, a memorandum record, or stock cards, may be employed to carry accounts of materials which can not be allocated to particular projects at the time of purchase.

Project 11. Permanent Improvements and Equipment.—To this project will be charged expenses for labor, material, etc., in constructing nursery improvements and equipment and purchase of equipment for general use at the nursery which it is estimated will have a life of three years or more. Such improvements and equipment will include clearing ground, road and fence construction, shade frames, water systems, buildings, work animals, trucks, and nonexpendable equipment. The entire cost of improvements used solely for the nursery should be charged to the nursery. In the case of permanent improvements and equipment used also for other purposes, as buildings occupied for both nursery and ranger headquarters, only an equitable part of the cost should be charged to the nursery. Separate columns for improvements and equipment should be used on Form 352.

In order that information may be available as to the cost of construction of individual improvement projects and constructed equipment, subprojects will be carried for individual projects on a memorandum Form 352, but all entries for improvement projects and equipment will first be made on the main project cost sheet and such of the costs as apply to the subprojects carried to them.

Project 12. Nonnursery Charges.—To this project will be charged all expenditures for materials, labor, and salaries which do not contribute directly to the production of trees at the nursery when not incidental to administration. Common sense must be used in charging time to this project. This project will include performance of regular national forest work such as fire protection and suppression, field planting, work on forest improvements, and collection and cleaning of seed. Time spent in showing visitors over the nursery should not be charged here but to the project, administration. Time on experiments which are designed to benefit other than tree production at the nursery or simply general forestry practice may be charged here, but experiments which will benefit tree production at the nursery, although also applicable to general nursery practice elsewhere, will be charged in the regular nursery costs to administration or the specific project concerned. The entire cost of developing new equipment for use at the nursery will be charged to equipment even though considerable experimentation is necessary.

In calculating the cost of tree production at the end of the nursery year the charges to this project will not be included and no costs of minor projects will be apportioned to it except the direct charges in the case of mess and work animals and motor vehicles.

Apportionment of Minor Projects.

Expenditures under minor projects, 6 to 11, are indirect charges to be apportioned among the major projects. Since expenditures on the major projects include considerable charges for materials, time on the major projects as summarized from the monthly labor report will be used as the basis for apportioning the indirect charges, or minor projects, except for project 6, maintenance of soil fertility, which will be distributed, as a separate operation, to the various classes of stock in proportion to the area producing such classes. The apportionment of the minor projects on this basis should, however, not be made until the charges to the two minor projects, mess, and work animals and motor vehicles, have been apportioned in so far as practicable to all projects, both major and minor. This step is considered essential for accuracy of the costs, because the minor project, permanent improvements and equipment, is handled chiefly as a deferred charge to future operations, and should, therefore, carry to subsequent years its proper share of projects 7 and 8.

Time spent on all projects, both major and minor, will be the basis for apportioning mess charges, but on account of varying conditions relative to mess furnished employees at the different nurseries three methods of obtaining a distribution of these charges are suggested. The method which most nearly fits an individual nursery should be selected.

First Method.—Where it is the practice to make deductions on pay rolls of temporary employees for board furnished charge gross wages to the projects on which work was performed, thus automatically distributing mess charges. In calculating the average cost of meals for which deduction is to be made meals of cooks and their assistants should not be counted. Since the average cost of meals must be estimated for purposes of making deductions currently, a difference will exist at the end of the nursery year between the total charges to the project, mess, and the total deductions made for meals on pay rolls. As required by circumstances this difference should either be added to or subtracted from the charges to other minor projects, which are to be distributed on a uniform time basis as hereafter instructed. Where meals are furnished to any extent to regular forest officers from the nursery mess and deductions not made therefor from salaries, mess costs may be automatically distributed by adding the cost of meals furnished to each such forest officer to his salary before making distribution of his salary to projects on Form 357.

Second method.—Where it is the practice to hire laborers at a net wage and board, the estimated cost of the meals taken by each man, except those employed exclusively on mess, should be added to his daily or monthly wage before making distribution to projects on Form 357. The same method of calculating average cost of meals and distributing the differences between the total charges made direct and total mess charges should be followed as outlined under the first method given above. If distribution of wages or salary to projects is not made until the end of the nursery year, the approximate actual cost of meals for each man can, of course, be ascertained and used. Even so, on account of some employees having small amounts of time charged to mess, a small charge is apt to revert to the mess accounts, which should later be added in with other minor project costs and distributed to the major projects on a time basis as hereafter instructed.

Third method.—Where it is the practice to pay employees a net wage and board and there is no irregularity in the meals furnished such employees, the total cost of mess charges may be distributed on the basis of the time spent by all employees (except the cook and his assistants) furnished mess on the various projects on which such employees worked. For making the distribution on this basis, summarize from the Forms 357 the hours worked on each project, excluding the time of the cook and his assistants who worked exclusively on mess. Divide the total hours on all projects into the total mess charges. Multiply the quotient by the hours on each project to obtain the amount chargeable to each project. This method should not be employed where the furnishing of meals is irregular, as where some of the employees are furnished regularly three meals per day and some are furnished only one meal per day, since the projects to which only one meal is properly chargeable would receive too large a charge for mess. If this method is used and a charge reverts to mess, this charge should be added in with other minor project costs and distributed to the major projects on a time basis as hereafter instructed.

After salary, wages, and mess charges have been distributed and the minor project, work animals and motor vehicles, has received its share of such charges, the total charges to this project will be distributed to all projects on the basis of time spent by work animals and motor vehicles on all projects. A daily memorandum record for work animals and for motor vehicles will be kept, showing the time spent by each on the various projects, on Form 874-21. This distribution may result in some cases of charges reverting to mess account, which should be added in with other minor project costs and distributed to the major projects on a time basis as hereafter instructed. The distribution may also result in a charge for motor vehicles reverting to work animals, or vice versa; in such case these charges will be distributed as outlined in the next paragraph. If desired, motor-vehicle costs may be distributed on a per mile rather than a per hour basis.

When mess account and work animals and motor vehicles have been disposed of in so far as practicable under the methods above outlined, any undistributed amounts in these accounts will be combined with the charges to other minor projects, Nos. 6, 9, 10, and the permanent improvement and equipment apportionment for the year as taken from Form 350, and distributed to the major projects on the basis of the time spent on such projects by all employees whose time has been charged direct to such projects, including the nursery foreman and other forest officers. For making this distribution, summarize from the Forms 357, the hours worked on each major project. Divide the total hours on major projects into the total minor project cost. Multiply the quotient by the hours on each major project to obtain the amount chargeable to each major project.

The charges to project 12, nonnursery charges, will not be distributed to the major projects.

Forms Used.

Five forms will be used for nursery costs: Form 874-21, daily labor report; Form 357, monthly labor report; Form 352, nursery project costs; Form 350, apportionment of improvements and equipment; and Form 351, cost of tree production. The labor report forms will be filled in by the officer in charge of the nursery; the project, apportionment of improvements, and the cost of tree production records will be filled in by the supervisor or by the officer in charge of the nursery at the discretion of the district forester.

Exact costs should be entered on all records, except that in transferring charges from Form 352 to Forms 350 and 351, the amounts may be rounded off to the nearest dollar.

Form 19h will be kept in the supervisor's office as a suballotment and expenditure record of nursery funds, and it, or Form 35 may be kept at the nursery for a record of suballotments and expenditures of nursery funds by fiscal years.

In addition, all permanent employees connected with nurseries will submit Form 26, monthly service report, to the forest supervisor.

Daily Labor Report.

Form 874-21 will be made out daily by the officer in charge of the nursery to record the time spent on each project by all men employed, whether permanent or temporary appointees or day laborers. Each sheet should show the employee's name and salary, the month covered by the report, and the number of hours spent on each project, and should be signed by the officer in charge of the nursery. These forms will be retained permanently at the nursery. The form should also be used as a memorandum record for distributing the time of work animals and motor vehicles to projects.

Where Form 874-21 is found inadequate for recording time, Form 880, standard time book, may be used instead.

Monthly Labor Report.

At the end of each month or at the end of the nursery year, in the discretion of the district forester, the daily labor reports will be summarized by the officer in charge of the nursery and recorded on Form 357. This report should show the total number of hours spent during the month or year on each project by each employee, and the total amount chargeable to each project. The cost per hour should be determined by dividing the monthly wage by the total number of hours of actual work. In the case of permanent employees who spend but a part of their time at the nursery, the wage entered should cover only days of actual work on the projects, including intervening Sundays and holidays. The report should be forwarded to the supervisor promptly at the end of the month or year if the costs are kept in his office, and a copy retained at the nursery. Time of work animals and motor vehicles will be summarized also on this form when such summary is needed.

Project Record.

A cost-keeping record will be kept by the supervisor or nursery foreman on Form 352. This will be kept by nursery years as distinguished from the suballotment and expenditure record kept on Form 19h. Form 352 carries 14 columns, enough to provide for the regular nursery projects and any special ones that may be authorized or necessary. The columns are to receive project designations as needed by each nursery. Two columns should be used to show costs of permanent improvements separately from equipment. Where both work animals and motor vehicles are kept at one nursery, a separate column should be used for each.

Labor charges will be apportioned among the various projects on Form 352 at the end of each month or at the end of the nursery year from the monthly labor report, Form 357. Other charges for materials, supplies, team hire, etc., will be entered when the vouchers are submitted for payment. When the cost-keeping record is maintained by the supervisor, the necessary information for distributing costs of purchases, team hire, etc., to the nursery projects, will be furnished by the nursery foreman by indicating such information on purchase orders or invoices.

The project record, Form 352, will be closed annually, at the end of the nursery year as set for each nursery by the district forester. A sample Form 352 showing closing of the project cost record is included at the end of these instructions.

The cost of mulching of 1-year or 2-year seedlings resulting in a somewhat uniform annual charge, but done after the close of the nursery year, may be entered on the project records for the next year, provided the costs of the previous year for this work have been entered on the current year's costs. Otherwise, the record for these projects should be continued after closing until the following spring, when the costs of winter mulching will be totaled (not including any charge for minor projects) and the charges carried to the cost of tree production record affected. If new seed beds are prepared or sown in the fall or if any supervision is necessary during the fall or winter, these charges should be entered on the project records for the next year. If such fall sowing occurs before the close of the nursery year and is a somewhat uniform annual charge, it may be included in the current year's cost, provided the previous fall sowing costs have not already been included.

Apportionment of Permanent Improvements and Equipment.

The cost of permanent improvements and equipment will be apportioned to major projects according to their estimated life. Form 350 will be used for making this apportionment.

Only improvements or equipment will be listed for apportionment which are estimated to have a life of at least three years or more. No improvement or equipment will be apportioned over a longer period than 20 years. The determination of depreciation period will be made by the forest supervisor or nurseryman subject to approval by the district forester. The district forester should inspect this record from time to time to promote uniformity between nurseries as to estimated life assigned to similar improvements and equipment, taking into consideration factors of supersession and obsolescence that may affect the life of particular improvements or equipment. To promote uniformity between districts in charging under this caption, Washington inspectors will give the records at the various nurseries consideration as opportunity affords.

One Form 350 will be maintained for all improvements and equipment which are for general nursery use. At the end of the year, depreciation will be distributed on a time basis as provided under apportionment of minor projects.

No separate Forms 350 will be maintained for improvements and equipment which are used first for the benefit of minor projects. For instance, mess and lodging buildings and equipment will not be listed separately from other general improvements for the purpose of charging depreciation on them direct to the mess project, nor barns and garages separately for the purpose of charging depreciation on such buildings to work animals and motor vehicles. Information, when needed relative to the extent of these charges, may be obtained from the general list without actually passing the depreciation charges through separate minor-project accounts. There is, however, no objection to showing by notation on the general Form 350 for future reference the minor projects to which such improvements and equipment pertain.

Separate Forms 350 will be maintained for improvements and equipment which are exclusively for use on a particular major project and depreciation on them will be charged direct on Form 352 to the major project concerned. For instance, a water system and greenhouse which are used exclusively for first-year seedlings should be listed on a separate Form 350 and the annual depreciation on them charged direct to that project on Form 352 at the end of the year. No division in improvement project costs or equipment costs between nursery projects should be made on a judgment basis in order to carry such improvements and equipment on separate Forms 350 with the purpose of charging depreciation on them direct to such nursery projects, unless the division is clearly so equitable as to be unquestionable. A water system that serves exclusively first and second year seedlings where the proportionate use is clearly apparent, may have the cost divided and carried separately on Form 350. But in general such divisions are considered justified only in cases where a marked inequitable cost distribution might otherwise result. Such divisions may have to be adjusted from time to time as variations in classes of stock served occur, thus complicating the accounting procedure and offering more possibilities of error.

Each improvement project and each item of equipment to be depreciated will be listed, on Form 350, showing the date purchased or acquired, cost, depreciation already written off, if any, and estimated future life. The annual depreciation should be entered in the year columns in accordance with the estimated future life assigned. At the end of the nursery year the total depreciation in the column for that year will be carried to Form 352, where depreciation for the special projects will be charged direct to the major projects concerned and the general depreciation charges, combined with other minor-project costs will be distributed to major projects as outlined under apportionment of minor projects.

No changes in values of improvements or equipment will be made after entry on Form 350 on account of loss, destruction, or abandonment; but if any such improvements or equipment are turned over to other units of organization or sold and are no longer used in nursery work, such improvements or equipment will be ruled out for the remaining years affected with notation as to cause of such action. In cases of addition to or betterment of existing improvements the original entry will be ruled out for the years affected, the undepreciated portion added to the new addition or betterment costs and reentered and a new life period determined as a result of such additions or betterments. Ordinarily additions will not be regarded as extending the life period of the original improvement. If the circumstances are such that the addition will be of actual use for a longer period than the structure to which added, it may be treated as a separate entry and depreciated according to the life period assigned to it.

Forms 350 will be brought forward at the beginning of each nursery year to form a part of the current years' record.

Cost of Tree Production.

The object of the system described for apportioning expenses among the several projects is to ascertain the cost of tree production by species and where advisable by lots.

Each year the cost of seed of each species sown will be entered on the first line of the record Form 351, under the column "Seedlings." (If the cost of various lots of seedlings of the same species, from different sources or the same source, is to be ascertained, it will be necessary to use a Form 351 for each lot.) Whenever part of the stock from this sowing is transplanted the number and cost of the stock transplanted will be entered on the next line under the first transplants column. Subsequent transplanting from the main stock or retransplanting of transplanted stock will be shown in the third column transplants, an additional Form 351 being used if necessary. All removals from the main stock for transplanting or distribution, except the final removal of the lot, should be indicated by red ink and the cost of the stock removed credited to the cost of that remaining. Whenever a red-ink item for transplanting is carried over to the transplant column it should be entered there in black ink. So long as there remain seedlings, whether 1, 2, or 3 year old, the costs thereof will be shown under the seedlings column, the entries under transactions serving to show the age and cost of the stock at any particular stage. Also, all costs of transplants that remained one year as seedlings will be shown in the first transplants column, whether the costs are for 1-1, 1-2, or 1-3, the entries under transactions serving to show the age and cost of the stock at any particular stage. One Form 351 will usually suffice to show the entire history of the sowing of a certain lot of seed for a species, but if there is more detailed treatment of the stock an additional Form 351 may be used.

When any lot of trees is to be split up into two lots, each subsequently receiving different treatment, as in the case of transplanting, estimates of quantity should be checked carefully before making the division of costs, in order that the effect of any errors in previous estimates may be distributed between the two lots proportionately to their number and not thrown entirely against either.

In the column, "No. of M," should be entered the number of trees remaining in the nursery, the number transplanted or distributed, and losses due to death of stock, sale, or errors in estimates. "Cost per M from project record" will be obtained from the project record, Form 352, as shown for the various major projects. "Current cost" is the product of the "No. of M" and "Cost per M from project record," in the case of stock remaining in the nursery, or the "No. of M" and the "Cost per M, stock" (as given on the previous line), in the case of trees transplanted or distributed. Total cost represents in every case the total cost of the stock remaining in the nursery to date. "Cost per M stock" is obtained by dividing the total cost by the number of thousands in the nursery. "Cost per M, stock distribution" is taken from the stock-distribution project record for the year given. "Cost per M, total" is the sum of "Cost per M stock" and "Cost per M stock distribution."

A sample form showing correct methods of filling out the cost of tree production record is included at the end of these instructions.

Monthly Service Reports.

Nursery foremen and other permanent employees at nurseries will submit Form 26, monthly service report, to the forest supervisor. In this, all nursery work including improvements, will be charged to the regular forest cost-keeping activity, No. 27, ~~reforestation and~~ nurseries, but on the reverse side of the form will be shown the time charged to improvement construction and maintenance by projects. Distribution of time on construction and maintenance of equipment should not be shown on the reverse side of the form. Time spent on regular forest work and other than nursery work which is charged in the nursery costs to project 12, nonnursery charges, should be shown on the Form 26 against the proper forest cost activities.

Verification of Costs.

After the project costs chargeable to tree production have been ascertained for the nursery year, it may be desirable to verify the costs. To do this, the disbursements of nursery funds made during the nursery year which are included in the nursery costs should be taken from the suballotment and expenditure records, Form 19h, for the two fiscal years involved. To this should be added expenditures from other funds, as for forest officers' salaries, where such expenditures have been included in the costs. From these total disbursements should be subtracted the costs, as shown on the project cost sheet, for permanent improvements and equipment, nonnursery charges, and any charges carried forward to the succeeding nursery year. To the remainder should be added the cost of apportioned improvements and equipment for the year, as taken from Form 350, and any other charges brought forward from the preceding nursery year which have been included in the project costs. The result should agree with the major project costs which are to be entered on the cost of tree production record. It is not necessary that the verification agree exactly as there are apt to be minor differences. The purpose is to check the cost-keeping work to avoid any material errors in omission or duplication of costs.

NURSERY PROJECT COSTS

NURSERY: *Monument*

Date 1926	Cert. No.	Transactions	Projects													
			(1) 1st yr. seed- lings	(2) 2d yr. seed- lings	(3) 1st yr. trans- plants	(5) Stock distr.	(6) Soil fer- tility	(7) Mess	(8) Work ani- mals	(8) Motor vehicle	(9) Adm.	(10) Maint.	(11) Impr.	(11) Equip.	(12) Non- nurs- ery	(13) Hard- woods
11/10	410	Brought forward.....	\$518. 00	\$406. 00	\$357. 00	\$369. 00	\$25. 00	\$20. 00	\$184. 00	\$96. 00	\$373. 00	\$396. 00	\$253. 00	\$54. 00	\$68. 00	\$16. 00
11/12	415	Mtn. States Tel. Co.....	-----	-----	-----	-----	-----	-----	6. 00	-----	1. 00	-----	-----	-----	-----	-----
11/15	430	J. C. Brown.....	-----	-----	-----	-----	-----	-----	-----	10. 00	-----	-----	-----	-----	-----	-----
11/20	441	Cont. Oil Co.....	-----	-----	-----	-----	-----	-----	-----	2. 00	-----	10. 00	-----	12. 00	-----	-----
11/30	-----	Higby Merc. Co.....	20. 00	30. 00	15. 00	-----	-----	6. 00	3. 00	18. 00	123. 00	14. 00	-----	-----	22. 00	3. 00
-----	-----	Distribution--Form 357.....	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
-----	-----	Total direct charges.....	538. 00	436. 00	372. 00	369. 00	25. 00	14. 00	193. 00	126. 00	497. 00	420. 00	253. 00	66. 00	90. 00	19. 00
-----	-----	Mess charges distr. on Form 357 ¹	-----	-----	-----	84. 00	-----	(238. 00)	-----	-----	-----	-----	-----	-----	-----	-----
-----	-----	Unused mess inventory.....	40. 00	40. 00	30. 00	15. 00	5. 00	10. 00	193. 00	-----	12. 00	10. 00	20. 00	-----	9. 00	2. 00
-----	-----	Apportionment work an.....	20. 00	25. 00	18. 00	30. 00	-----	12. 00	6. 00	126. 00	-----	6. 00	9. 00	-----	-----	-----
-----	-----	Apportionment Motor vehicles.....	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
-----	-----	Totals.....	598. 00	501. 00	420. 00	330. 00	30. 00	36. 00	6. 00	-----	509. 00	436. 00	282. 00	66. 00	99. 00	21. 00
-----	-----	Projects 11 to Forms 350.....	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	282. 00	66. 00	-----	-----
-----	-----	Direct appn. impr. and equip. Dep.....	31. 00	-----	80. 00	-----	-----	-----	-----	-----	-----	-----	2(111. 00)	-----	-----	-----
-----	-----	Appn. Minor to Major Projects.....	704. 00	625. 00	184. 00	165. 00	30. 00	36. 00	6. 00	-----	509. 00	436. 00	3(675. 00)	-----	-----	14. 00
-----	-----	Total Major to Form 351.....	1, 333. 00	1, 126. 00	684. 00	495. 00	-----	-----	-----	-----	-----	-----	-----	-----	-----	35. 00
-----	-----	Carried forward.....	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----

¹ This is a memorandum entry and is intended to show that \$238.00 of the total mess charges, \$252.00, has been currently distributed as wages on Form 357.

² This entry covers depreciation on improvements and equipment for which separate Forms 350 have been carried for the purpose of making the charge direct to the major projects receiving the exclusive benefit of such improvements and equipment.

³ This entry covers depreciation on improvements and equipment which are of general use, and the amount is taken from Form 350 and added in with other minor project costs for distribution to major projects on the basis of time on major projects.

NOTE.—Amounts in roman represent red-ink entries or deductions.

PURPOSES

The cost accounting system is designed to serve the following administrative purposes: (1) To provide currently the costs of major lines of investigative work, and the various subdivisions thereof by units of organization, as an aid to financial management; (2) to provide detailed and summary figures for use in the preparation of reports and publications on lines of work, projects, jobs, and types of work; (3) to provide data as a basis for the proper expenditure of Federal cooperative funds transferred for direct disbursement and for the preparation of bills on which to secure reimbursement for work done for Federal agencies when funds are not so transferred; (4) to provide data on which to base settlement with commercial cooperators; and (5) to provide data for use in estimating the cost of proposed cooperative projects, both commercial and Federal.

UNITS OF ORGANIZATION

The cost records will be so maintained as to permit of consolidation by units of organization or sections within the three following broad divisions: (1) Major investigative sections, (2) minor investigative sections, and (3) overhead and service sections. Group 1 sections include (a) Timber mechanics, (b) Pulp and paper, (c) Derived products, (d) Wood preservation, (e) Timber physics, and (f) Industrial investigations; group 2 sections include (a) Silvicultural relations, (b) Dry-kiln expert unit; and group 3 sections include (a) Director's office, (b) Finance and accounts, (c) Publication of results, and (d) Operation—administrative and service divisions.

PROJECT NUMBERING SYSTEM

Each major division or line of work undertaken will be assigned a number of three digits for cost-accounting purposes. As major divisions are divided, subnumbers, separated from the major numbers by a hyphen, will be assigned, beginning with the figure 1 for each subdivision. For illustration, work on "Mechanical tests of doors" is a subdivision of the major project, 248, "Mechanical tests of manufactured articles" and should be numbered 248-1.

Jobs.

When cost on a specific job forming part of a numbered division or subdivision is required, an additional subnumber, or job number, will be assigned prefixed by the letter J. For example, if the cost of work on the "Mechanical test of two doors from the Blank Manufacturing Co." is desired, the item should be set up as a project under the subdivision "Mechanical tests of doors," and numbered 248-1J1. Jobs coming directly under a major division or under its subdivision will be numbered in a single series.

Group Accounts.

Each group account will be designated by a number which will appear in the fourth place. Such accounts represent lines of work of a noncooperative character regularly conducted at the laboratory, or the class of cooperator on a given cooperative project. Examples are (1) Forest Service activities, (2) indirect or overhead charges, (3) National Advisory Committee for Aeronautics, (4) Bureau of Aeronautics—Navy Department, and (5) commercial cooperation. Charges falling under item two above will be subdivided into (a) Section indirect (relating directly to investigative sections) and (b) General indirect (relating directly to overhead or service sections and only indirectly to investigative sections).

As examples of group symbols, if work on the major project "Mechanical tests of manufactured articles" is handled as a regular Forest Service activity, the project number will be 1248; if handled as a commercial cooperative job, the number will be 5248, with probably the addition of a subdivision number and job number, as 5248-1J1.

DISTRIBUTION OF DIRECT TIME

Time Slips.

All members of the laboratory, unless specifically exempted by the director, will submit daily time slips on Form P. L. 1, showing the projects worked on and the amount of time contributed to each. Leave with pay will be treated the same as productive projects. The slips must account in full for the regular office hours, no report being made of overtime work. One-half hour will be the smallest unit of time given consideration. Time slips will invariably be submitted to the section chief for approval before reference to the fiscal agent.

Monthly Summary.

At the close of each month the daily time slips will be transferred to a monthly summary sheet, Form P. L. 2, for each individual. These sheets will show (1) the total number of working hours for the month, (2) the number of hours charged to each project, (3) the salary paid the individual, (4) the rate per hour, and (5) the amounts chargeable to each project.

The Forms P. L. 2 for each section or division will be summarized monthly by projects, amounts chargeable against "Indirect" of another section being transferred to the summary sheet for that section. The net total "Indirect" of an investigative section will be prorated against all other salary charges of the section, after which the combined charges by projects will be posted to the cost ledger as direct-salary charges. Project charges appearing on summaries of overhead sections and divisions will also be recorded in the ledger as direct charges.

DISTRIBUTION OF DIRECT EXPENSES

Expenditures other than salaries will be supported by cost slip, Form P. L. 25, subdivided under "Travel," "Supplies and equipment," "Freight, express, and hauling," and "Other." Posting to the project ledger sheets will be on a monthly basis.

DISTRIBUTION OF STORES

The storekeeper will price requisitions as filled, and at the close of each month will furnish the fiscal agent a summary statement of issues by projects. Entries will be made directly from these reports to the project ledger.

RECORDS

Ledger records will be carried by major lines of work, such as (1) "Forest Service activities," (2) "Commercial cooperation," (3) "Navy aviation," (4) "National Advisory Committee for Aeronautics," and (5) "Indirect." A memorandum record of stores purchased and issued will also be maintained. Such major accounts will be divided by administrative sections and the section accounts under major accounts, other than "Indirect," will be subdivided by investigative projects.

Each of the three records—(1) major lines of work, (2) sections, and (3) projects—will be maintained on double-page ledger sheets. On the left fold the direct charges will be listed under (1) "Salaries," (2) "Travel," (3) "Supplies and equipment," (4) "Freight, express, and hauling," (5) "Other," and (6) "Total." The general indirect charges and grand total will be recorded in the columns so designated. On the right fold the direct charges only will be entered, classified by sections. Entries on accounts (1) and (2) will be made monthly from the project sheets. As a check against error, the total of all direct charges plus the total of the indirect accounts will be reconciled with the total expenditures as shown by the fiscal agent's financial ledger records.

A fixed percentage of $33\frac{1}{3}$ per cent of the direct charges will be used in the monthly distribution of the general indirect expenditures and the record sheets completed as to total cost on that basis. Not later than October 31 following the close of a fiscal year unpaid liabilities will be recorded, undistributed section indirect distributed, actual general indirect distributed, and the books closed.

RECEIPTS AND REFUNDS^a

RECEIPTS

All remittances will be drawn payable to the regional fiscal agents of the respective regions, and mailed to those officers, accompanied by the proper form letter of transmittal, except that remittances to the Forester's office and region 7 will be drawn payable to the Treasurer of the United States. All receipts will be deposited promptly in the regional depository. Addresses of the regional depositories and fiscal agents are:

Region 1.—Helena branch, Federal Reserve Bank of Minneapolis, Helena, Mont. Address: Regional Fiscal Agent, Missoula, Mont.

Region 2.—Denver branch, Federal Reserve Bank of Kansas City, Denver, Colo. Address: Regional Fiscal Agent, Denver, Colo.

Region 3.—El Paso branch, Federal Reserve Bank of Dallas, El Paso, Tex. Address: Regional Fiscal Agent, Albuquerque, N. Mex.

Region 4.—Salt Lake City branch, Federal Reserve Bank of San Francisco, Salt Lake City, Utah. Address: Regional Fiscal Agent, Ogden, Utah.

Region 5.—Federal Reserve Bank, San Francisco, Calif. Address: Regional Fiscal Agent, San Francisco, Calif.

Region 6.—Portland branch, Federal Reserve Bank of San Francisco, Portland, Oreg. Address: Regional Fiscal Agent, Portland, Oreg.

Region 7.—Treasurer of the United States, Washington, D. C. Address: Regional Fiscal Agent, Washington, D. C.

Region 8.—First National Bank, Juneau, Alaska. Address: Regional Fiscal Agent, Juneau, Alaska.

Region 9.—Federal Reserve Bank, Chicago, Ill. Address: Regional Fiscal Agent, Milwaukee, Wis.

Forest Products Laboratory.—Federal Reserve Bank, Chicago, Ill. Address: Fiscal Agent, Madison, Wis.

Washington Office.—Treasurer of the United States, Washington, D. C. Address: Chief Finance and Accounts, Washington, D. C.

^aAmdt. No. 328, effective September 25, 1931.

See p. 70-D for
additions to this page

ACCEPTANCES OF REMITTANCES BY FOREST OFFICERS

As Transmittal Officer.

The departmental fiscal regulations prohibit forest officers, other than bonded fiscal officers, from receiving money or remittances of any character for the account of the United States, unless specifically authorized by the Secretary in writing. The departmental regulations are in nowise intended to prohibit rangers and others from fully cooperating with forest users in the matter of the payment of forest fees. Should it appear to the best interest of the service in special cases or in certain localities, as well as an accommodation to the user, for rangers and others to accept for transmission to the designated regional fiscal agent drafts, money orders, etc., when drawn in proper form, such officers are authorized to proceed accordingly with the approval of the supervisor; but this practice must be very closely guarded and checked. In cases of this character the rangers act merely as transmittal officers, rather than as fiscal officers "receiving moneys for the account of the United States." Under no circumstances, however, will rangers or other forest officers, not bonded as fiscal officers, receive money due the Government, other than as transmittal officers, unless authorized in advance by the Secretary, except as provided in the succeeding paragraph.

For the Account of the United States.

Officers in charge of the sale of Government property under Regulation A-2 or in charge of trespassing stock under Regulation T-12 of the National Forest Manual may, when necessary, accept cash in payment of the purchase of such property or sale of trespassing stock, or to cover redemption of the latter, the amounts so received to be transmitted, immediately to the regional fiscal agent with the required letters of transmittal, and a detailed report made at once to the forest supervisor. The officer in charge may remit his personal check drawn to the order of the regional fiscal agent to cover the amount received in either of these cases. (See pp. 29-T and 106-D¹-D² of the Manual.) Personal checks from purchasers or owners of trespassing stock will not be accepted to cover sale or redemption of impounded animals.

CLASSES

The classification that follows shows the symbols and titles of practically all the receipts funds to which collections by the Forest Service are deposited. Each class represents an account carried in the accounting records of the Forest Service and the Treasury Department. There may be isolated instances of receipts that do not fall under the following classes, in which case the receipts funds symbol and title will be obtained from the Digest of Symbols and Titles accompanying the Comptroller's General Regulation 67, dated June 27, 1928. Where a specific symbol is not provided in the following classification or the Digest the Forester's office will be informed of the nature of the receipt in order that the assignment of a symbol may be requested.

These symbols will be shown on certificates of deposit, schedules of collection, accounts current, and requests for adjustments.

Accuracy is essential in the use of symbols, as an error in the symbol will probably result in erroneous credit. Where necessary reasonable abbreviation may be made in the titles.

RECEIPT FUNDS

REVENUE

Symbols and titles	Explanation
3800-3999. Forfeitures:	
3824. Contractors' bonds.....	Receipts from bonds forfeited by timber purchasers, graziers, construction contractors, etc.
3870. Livestock trespassing on national forests and parks.	Collections to cover cost of handling trespassing stock, whether recovered through payment by the trespasser or through sale of stock. Also balances from sale of impounded stock, if unclaimed at expiration of one year.
4200-4799 Reimbursements:	
4260. Empty containers (barrels, bags, crates, etc.)	Repayments on account of return of empty drums, barrels, bags, or other containers for which payment had been made by the Government in connection with purchase of contents.
4330. Government property lost or damaged.	Recovery for loss of or damage to Government equipment, including damage by trespassers to Government buildings or other property.
4800-4999. Gifts and contributions:	
4830. Forest Service cooperative fund (special fund). ¹	Deposits for cooperative work, Forest Service, under the acts of June 30, 1914, Aug. 11, 1926, Mar. 3, 1925, and May 22, 1928.
5000-5499. Sale of Government property—products:	
5080. Livestock and livestock products.	Sale of livestock raised by Forest Service and of livestock products. Examples: Sale of colt, sale of manure. (Does not include sale of livestock produced as forest resource nor sale of work animals. See 6400 and 7820.)
5090. Maps.....	Sale of forest maps and blue prints under act of Mar. 4, 1907 (34 Stat. 1270).
5110. Paper, waste.....	Sale of waste paper.
5112. Plans and specifications.....	Sale of plans and specifications. (When deposit is made to Special Deposits guaranteeing the return of plans and specifications and the papers are not returned, credit the amount to this account.)
5160. Scrap and salvaged materials..	Sale of accumulated scrap iron and miscellaneous scrap or salvaged material such as accumulation from worn-out or broken tools and equipment sold as junk. (See 7820.)
5190. Stores.....	Sale of surplus supplies and materials—articles purchased for use, but which are not used because in excess of the quantity needed. (Do not confuse with sale of scrap and salvaged materials.)
5200. Subsistence (meals, rations)...	Payments by private individuals for meals obtained from Government camps.
5250. Sale of Government property—all others.	Sale of photographs, slides, bromide enlargements, transparencies (34 Stat. 1270 and 34 Stat. 1281), and other items not specifically classified. (Does not include sale of surplus supplies and materials. See 5190.)
5500-5999. Sales of services:	
5580. Professional and scientific services and costs not otherwise provided for.	Receipts for professional and scientific services, etc., rendered, other than cooperative work.
5670. Telephone and telegraph.....	Receipts from United States telegraph and telephone service. (Does not include collections for rental of telephone facilities owned by Government. See 6050.)
5700. Work done by Agricultural Department.	Receipts for work done other than for professional and scientific services. (See 5580.)
6000-6199. Rents and royalties:	
6004. Buildings and grounds.....	Rents obtained from Government buildings. (Does not include special-use permits for use of national forest lands.)
• 6041. Government equipment.....	Rents obtained from Government equipment.
6050. Telegraph and telephone facilities.	Payments for rental or use of Government-owned telegraph and telephone facilities. (Does not include collections for service—tolls, exchange, etc.—over such lines. See 5670.)
6200-6299. Permits, privileges, and licenses:	
6200. Permits, privileges, and licenses. ¹	Grazing fees for national park lands (Lassen and Grand Canyon) collected in connection with Forest Service grazing fees.
6400-6499. Forest-reserve fund:	
6400. Forest-reserve fund ¹	Timber sales, timber trespass, timber settlement, grazing, grazing trespass, special use, water power, fire trespass, occupancy trespass, and other sources of national-forest revenue.

• Amdt. No. 222, effective October, 1929.

October, 1931.

(86-D ²³)

NONREVENUE

Symbols and titles	Explanation
7000-7999. Realization upon assets: 7650. Oregon and California land-grant fund (special fund).	Collection for sale of timber from revested land in sec. 31, T. 39 S., R. 6. W., Willamette meridian, Oregon, added to Siskiyou National Forest by act of Sept. 22, 1922 (42 Stat. 1019).
7800. Sale of Government property: 7810. Buildings, exclusive of land (give location and name or other description).	Sale of Government buildings.
7820. Equipment (give nature)-----	Sale of trucks, horses, cars, machinery, furniture, or other surplus or condemned equipment (scrap material accumulating from worn out or broken tools and equipment classed under 5160).

MISCELLANEOUS

Receipts credited direct to appropriations: Deposited by symbol number and name of appropriation, showing nature of transaction. ²	Receipts deposited direct to credit of appropriation.
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SPECIAL DEPOSITS

Secretary of the Treasury, Special deposit account No. 5. ¹ Suspense, retirement fund. ^{1 3}	Amounts received as offers of compromise and deposited in the Treasury pending decision as to acceptance of offer. Retirement deductions collected from (a) cooperative employees such as furloughed officers receiving salaries from State or other cooperating agencies; (b) retirement collections to cover omitted or insufficient deductions where impracticable to recover from subsequent salary payments, as in the case of employees transferred to other bureaus or for other reasons no longer paid by the regional fiscal agent concerned; and (c) any other collections for the retirement fund.
66.2. Fiscal and disbursing officers, special deposit account. ¹	Collections (1) for cooperation under act of July 24, 1919, (2) held in suspense pending determination of final disposition, and (3) deposited in this account to facilitate fiscal adjustment.

¹ Special fund account.

² General fund account or special fund account, in accordance with appropriation affected. All others are General Fund Account.

³ Retirement collections will be deposited currently to disbursing credit as special deposits and included in the monthly schedule of civil-service retirement and disability fund credits, standard Form 1070. On the 15th and last days of each month the accumulated collections will be deposited, together with retirement deductions for the period, to the credit of the retirement fund. (See instructions for "Summary disbursing ledger," "Schedule of retirement deductions and collections," and "Retirement, deductions, cooperative employees.")

NOTE.—The general fund account includes all receipts entering into the general fund of the Treasury and which are not available in whole or in part for special purposes; the special fund account includes all receipts dedicated in whole or in part to special purposes.

Timber sale bid deposits will be credited to the special deposit account except in cases where there is but one bidder.

FIELD RECORD

A record of receipts will be maintained in field offices on (1) Register of Receipts (Form 17) and (2) index cards for individual cases such as timber sales, special uses, grazing, etc.

Register of Receipts.

A current record will be made in supervisor's and other field offices on Form 17 of all amounts found to be due the United States. Each transaction will be entered separately and given a serial number. Entries in the first three columns and in the "Approved" column will be made as soon as the letter of transmittal or other notice to remitter is prepared, or a copy received from the ranger in ranger transactions. Completing entries will be upon receipt of notice of payment or other final action.

When the notice to remitter (Form 861, etc.) is prepared in the supervisor's office, entry will be made and letter of transmittal number indicated before the notice is mailed. When the notice is prepared outside of the supervisor's office, such as letters of transmittal issued by rangers, the entry will be made immediately upon receipt by the supervisor of the duplicate copy. The serial number assigned will be indicated on the duplicate notice before it is filed.

Letter of transmittal numbers are provided to give a means of promptly locating entries on the register when notice of payment is received. When Form 861 series is used the serial number will be indicated on both the upper portion and the stub of the form. If the letter of transmittal was not numbered before delivery to the remitter, as in the case of those issued by rangers, the

number can readily be secured from the duplicate copy, which should be filed either in a waiting payment file or in the case folder. In the case of inter-forest permits the supervisor issuing the letter of transmittal will furnish the supervisor of the other forest involved with a copy of the letter of transmittal, which will show the amount to be credited to each unit. Each supervisor will take up in the "Amount approved" column the amount to be credited the forest of which he is in charge. When payment is made the regional fiscal agent will notify both units involved forwarding the original receipted Form 861 to the unit handling the collection and a duplicate copy, clearly indorsed as such, to the other unit concerned.

No entry on the register will be canceled without proper explanation or cross reference. When an entry is canceled the amount involved will be entered in red ink on the same line as the original entry in the "Cancellation or change" column and explanation made immediately to the right of this column. If payment is made for a lesser or greater amount than that for which originally approved, the difference will be entered in the "Cancellation or change" column on the line containing the original entry, decreases being shown in red ink and increases in black. The difference between the totals of the columns "Approved" and "Cancellation or change" will equal the sum of the distribution by classes columns when completing entries have been made.

The "Appropriation repayment" column is provided for recording collections of moneys paid from public funds and which under the law may be restored to the credit of the appropriation against which the payment was charged in the first instance. Collections on account of duplicate payments and overpayments on vouchers, and of amounts received from railroads, timber protective associations, and other organizations or individuals for reimbursing the Government for payments made for fire protection or suppression, etc., on lands of the railroads, organizations, or individuals concerned, are classed as repayments. The latter class of cases should not be confused with those where organizations and individuals deposit in advance specified amounts for cooperative fire protection, etc., and which are credited to the Forest Service cooperative fund.

Each forest office initiating an appropriation repayment in addition to making the entry in the receipt register will immediately forward to the regional fiscal agent a copy of the letter or memorandum requesting the repayment.

In order that the regional fiscal agent may properly identify the repayment and make appropriate deposit, copy of the memorandum sent to him should be accompanied, in the case of erroneous payments, by a detailed statement giving the forest certificate number, regional fiscal agent's voucher number, date of payment, name of payee, the amount of the repayment, and the appropriation or appropriations affected. In the case of collections from cooperating agencies or individuals it will only be necessary to advise the regional fiscal agent of the kind of cooperation involved, the appropriation or appropriations to be credited, and the distribution by Bureau of the Budget object symbols.

The completing entries on the receipts register for appropriation repayments will be made from the Forms 79a mailed to supervisors by the regional fiscal agent. The Form 79a in such cases will affect both the receipts register and the forest accounting records.

The receipts register will be kept by fiscal years, the date of actual deposit in the Federal Treasury determining the year. At the close of a fiscal year, after allowing sufficient time for the receipt of notice of payments deposited during the fiscal year, all unpaid items not canceled will be transferred to the record for the new year, appropriate notation being made in the "Cancellation or change" column on the register from which transferred. In making the transfers the letter of transmittal numbers originally assigned will be retained.

^aAfter all unpaid items have been transferred, each sheet of the register, beginning with the first, should be totaled in ink and balanced consecutively, bringing forward the cumulative totals so that the total on the last sheet will be the figures for the fiscal year. Each sheet should be carefully balanced as it is reached to see that the difference between the totals of the "Approved" and "Cancellation or change" columns equals the sum of the distribution of

^aAmdt. No. 102, effective Jan. 1, 1928.

the columns by classes. The entire register for the fiscal year will be forwarded to the regional fiscal agent not later than July 15. The sheet or sheets of the record for the ensuing fiscal year to which the unpaid items were transferred will be retained by the supervisor and will be available for making entries when notices of payment are received.

At the close of the first, second, and third quarters the last sheet used will be ruled off and a new sheet started for the ensuing quarter. Between the 5th and 20th of the month following the close of the first, second, and third quarters, the exact dates for the different forests to be fixed by the regional office, the supervisor will forward the entire register for the fiscal year, to and including the last day of the quarter, to the regional fiscal agent for checking against his records.^a In checking the register it will be necessary for the regional fiscal agent to take into account the items credited by supervisors on schedule numbers dated immediately preceding the close of a quarter but not actually covered by depository certificate of deposit until the succeeding quarter. The sheet for the new quarter will be retained by the supervisor for current entries of new transactions. Notices of payments involving transactions entered prior to the new quarter, received during the period the register is in the regional fiscal agent's office, will be recorded on the individual index cards or other appropriate records, and "paid" letters of transmittal promptly forwarded through the usual channels. The records on which such payments are recorded will be held in the awaiting-action file, and the necessary completing entries made on the receipts register when returned by the regional fiscal agent.

Card Record.^a

After entry has been made on the receipt register for payments of timber sales, grazing, etc., the supervisor will make the necessary record on the index card for individual cases. "Paid" letters of transmittal will ordinarily be forwarded direct to the remitter. Notice to the ranger or other field officer concerned will be accomplished by indicating the payment on the carbon copy of the letter of transmittal, forwarding to the field officer (a) the stub or (b) an extra copy, bearing the notation of payment. The supervisor will retain for his file (a) the upper portion of the carbon copy, or (b) a complete copy. For timber sale permits notice to the field officer will be given by forwarding to him the stub of the supervisor's copy of the permit after indicating the payment thereon. In the case of grazing fees on annual permits and the initial payments on supervisor's special use permits the ranger's copy of the permit will constitute his notice of payment. Notice of the subsequent annual payments on term grazing permits, and on special-use permits when considered desirable will be furnished the ranger on the copy of the letter of transmittal as above outlined.

Records.^b

REGIONAL OFFICE

Each day, from the letters of transmittal, the regional fiscal agent will record remittances on schedule of receipts (Form 1026) in duplicate, recording each of the above classes of receipts separately. If desired, the character of the individual remittances may be noted, using the abbreviations "MO," "EO," "D," "CK," "CC," etc. Both city and country remittances will be included in the same schedule, the Federal reserve banks allowing the service deferred credit on mixed accounts on the basis of the average number of days required to make collection. The regional fiscal agent will also prepare the necessary certificate or certificates of deposit (Form 1) in quadruplicate—the original, triplicate, and quadruplicate copies, together with the remittances being mailed to the depository, and the duplicate retained temporarily as a "tickler" copy. The depository will acknowledge receipt and deposit of remittances with the return of the signed triplicate Form 1 when the duplicate copy may be destroyed.

In cases of transfer of funds from special deposits to the forest reserve fund a notation should be made on the schedule of collections (Form 1026) opposite the transferred item as follows, "Transferred from Special Deposits, voucher No. ———, date ———."

^a Amdt. No. 291, effective July 17, 1930.

^b Amdt. No. 223, effective Oct. 16, 1929.

^a The regional fiscal agent will use the same number for the certificate of deposit number and the schedule number, but the dates will necessarily differ in most cases.

When the Forms 861 are stamped "paid" and returned to the remitter through the supervisor the schedule number and date will be quoted, which number and date will be recorded on the supervisor's records. This schedule number need not be shown on the duplicate schedule sheets (Form 1026), since it is the same as the certificate of deposit number shown thereon. The schedule sheets will be retained in the held file until the certificate of deposit is received from the depository. Upon receipt of the certificates the certificate date will be filled in in the column provided, and the schedule retained until the vouchers and collateral papers for the month are forwarded to the General Accounting Office.¹⁷²

Where there is no Federal reserve bank or branch of a Federal reserve bank at the regional fiscal agent's headquarters, arrangements ~~may~~^{will} be made to deposit remittances received in cash in a local designated Federal depository bank, or the cash may be exchanged for a draft payable to the Federal reserve bank for the region. ~~When deposits are made in the local depository bank the same procedure outlined for Federal reserve banks will be followed with reference to the preparation of Form 1026 and Form 1. The same series of schedule and deposit numbers will be used.~~

The date of the schedule and the certificate of deposit will usually differ and the certificate of deposit date will govern in the preparation of the quarterly accounts current and periodic statements of receipts for the Forester. The schedule number and date will be sufficient identification for the supervisor and he need not be furnished the certificate of deposit date. Supervisors will indicate schedule numbers on refund vouchers, which will be changed to certificate of deposit number and the certificate date added in the regional fiscal agent's office at time of audit.

The receipted Forms 861 will be added by the regional fiscal agent before release and the total checked against the schedule and the total of the remittances. For trespass and such other transactions as may be designated, the forms will be referred to the regional office section concerned, which will mail them to the supervisor after proper notations are made on its records.

At the end of each quarter, or monthly if considered desirable, the receipts will be totaled by classes and forests and the totals recorded on forest receipt sheets, Form 28, the totals to date will be brought down, and the totals for each class on all forests in the region summarized on the same form. A record should also be kept on Form 28 of collections made by the Department of Justice, notifications of which are received through the General Accounting Office.

Paid Form 861, covering condemned property and property lost, will be referred to the property audit clerk, who will make the necessary notation on the property record and transmit the form to the individual concerned, through the supervisor in case of field employee.

Receipt Coupons.

Before filling in the regional fiscal agent's office, the coupons for the day covering the forest reserve fund receipts will be totaled by classes, and the totals entered on the office copy of the schedule, Form 1026. The detached coupons will then be filed by classes and forests in a current file, and at the end of the quarter, after the records are completed, transferred to a similar file containing all the coupons for the year's receipts filed alphabetically by forests and classes.

Receipts for Other Regions.

Where collections are made on account of a forest in another region, notice should be sent to the regional fiscal agent concerned, together with a duplicate copy of the coupon on Form 861 to complete his record of the forest's receipts.

^a Amdt. No. 292, effective July 29, 1930.

A red-ink entry in the book record of receipts will furnish the necessary information for adjustment. No explanation should be made on the schedule of receipts or account current, where the amount will be treated exactly the same as other collection.

The region on account of which the collection is made should take up the amount in the book records as "Collected by region ———," and include it with other receipts for the quarter. An explanatory entry should be made on the Form 28 for the forest concerned. The transaction will not affect the schedule of receipts or the account current in any way.

To explain to the Washington office the discrepancy between the receipt report and the account current, a note of such transaction should be made on the back of the receipt reports of both regions, and also on the final statement at the close of the year.

Trespass Collections—Department of Justice.

When collection is made to cover trespass receipts through the Department of Justice, two copies of the notification to the Secretary of Agriculture will be forwarded to the regional fiscal agent, who, upon receipt, will transmit them to the regional forester with a memorandum, a copy of which will be attached to the Form 28 in the receipts ledger of the forest to be credited. When advice of payment is received from the General Accounting Office (notation of this will be made on an additional Form 28 for the forest, entitled "Department of Justice collections." These collections should not be taken up on the receipts schedule or account current, unless the General Accounting Office so orders, but should be recorded only in the receipts account for the region, whether collection is made within the fiscal year or not.

Although the General Accounting Office letters giving notice of these collections pass through the Washington office and are recorded there, appropriate explanation should appear on the receipts statement to serve as proof of the gross figures and for possible future reference.

Deposit of Moneys Offered with View of Compromise Settlement.¹⁷²

When remittances covering an offer in compromise of a trespass are received, the amount shall be temporarily deposited by the regional fiscal agent in the Secretary of the Treasury's special account No. 5 for crediting to the account of the proponent. Such deposits may be made with the United States Treasurer, through a Federal reserve bank or branch, or with a general national-bank depository. The certificate of deposit should give the name of the proponent and the reason for which the deposit is made to enable the Treasury Department to identify the case without further advice from the regional fiscal agent. A copy of the certificate will be promptly transmitted to the Forester.¹⁷² The office handling the case will furnish the regional fiscal agent with a brief statement of the facts in order that the latter may include the above information in his letter transmitting the amount to the depository. If the offer in compromise is accepted, the amount involved will then be covered into the Treasury to the credit of the proper fund, and the regional fiscal agent will be advised of such action in the same manner as in the case of collections through the Department of Justice. (See Treasury Department Circular 39, dated January 3, 1923, and instructions in the "Trespass" section of the manual under "Compromise of civil trespass.") Amounts deposited to the credit of this account should be reported on the regular quarterly account current under the heading "Special account No. 5."

Fire Trespass Collections.

Moneys collected on account of the fire trespass, either by the service direct or through the Department of Justice, will be credited in full to the forest reserve fund when the amount received represents only damage to forest cover. When suppression costs and forest officers' time are also included in the settlement such portion of the total collection will be restored to the credit of the appropriation from which paid, fire-fighting subappropriation.

Cash Remittances.¹⁷²

A receipt for cash received will be issued on Form 583, "Temporary receipt for cash payment." Form 583, with duplicates, will be bound in book form and numbered consecutively.

When a cash payment is delivered personally by the payer a receipt indicating the details of the transaction will be made and delivered to the payer, the carbon being retained intact in the book. Cash payments received by mail will be entered in the receipt book, but only the carbon is to be retained; the original should be destroyed. The receipt book will be in charge of a designated member of the fiscal agent's office and will be kept in the office safe. The regional audit committee will check this record quarterly.

Uncollectible Items.¹⁷²

In the event a remittance which has been listed on Form 1026 is returned to the depository from a bank as "uncollectible," the depository will prepare Form 5504 in duplicate and submit to the regional fiscal agent for signature. The regional fiscal agent will then reduce the amount of his schedule, Form

1026, for the day in particular by the amount as uncollectible, withdraw the coupon affected from his file, stamp it as "canceled," and return the uncollectible remittance to the permittee, through the supervisor, with the request that another Form 861 be issued and mailed the permittee and that the amount due be remitted immediately in proper form. The district fiscal agent should promptly advise the Forester of these items, giving certificate of deposit number, amount, and fund affected.

Repayment Register.

The district fiscal agent will establish a repayment register (Form 27) in which will be entered every claim or repayment of whatever nature. The following headings will be shown on this register: "Date of claim," "Debtor," "Class and description of claim," "Amount of claim," "Date paid," "Certificate of deposit number," and "Appropriation credited." The register will be currently checked and claims followed up to see that remittances are secured. Upon receipt of remittances the amount will be promptly deposited by the district fiscal agent. Notice of receipt of remittances will be sent to the supervisor. In addition, notice will be given the General Accounting Office if the deposit was made to personal (appropriation) credit, or in the case of erroneous payments involving a payment made in a previous quarter for which credit had been claimed.

Receipts Payment Stamp.

The receipts payment stamp will be kept in the safe at night, and only authorized persons permitted to use it during the day.

Quarterly Receipts Statement.

A summary of receipts by classes will be prepared at the close of business for each quarter, on the mimeographed form provided for the purpose, showing the gross receipts to date from the beginning of the fiscal year. For comparative purposes the total gross receipts for the same period during the previous fiscal year will also be shown. A proof of gross receipts will appear on the back of the report, which will show the amounts received by each fiscal officer by depositories and the amounts received on account of or by other districts, itemized by districts, with total amount credited to the district concerned. The proof of gross receipts is required for checking the accounts current and balancing the Washington office books. The original of the report will be mailed to the Forester so as to reach Washington not later than the 7th of the month following the close of the quarter.

The statement for the June quarter must agree exactly with the annual receipts report by forests and classes on which the payments to States and the 10 per cent appropriation are based.

A quarterly summary of cumulative net receipts by forests and classes will be sent to the forests.

Quarterly Check of Register of Receipts.

The forests' registers of receipts when received by the district fiscal agent following the close of each quarter will be checked (1) for forest reserve fund items with the cumulative record on Form 28, (2) cooperative work with the accounting records, (3) appropriation repayments with the repayment register, and (4) sale, loss, and damage, etc., of Government property with the cumulative record on Form 28. He will list the unpaid items on Form 45, treating all transactions for which bank certificates of deposit have not been received as unpaid; the total of the unpaid plus the actual bank collections covered by C. D. will equal the grand total of the "Approved" column less the "Cancellation" column.

In addition to the above, the district fiscal agent will review the entire register to see that cancellations are correct and in accord with the facts, that delinquent items are investigated, and that completed pages are in balance.

Annual Receipts Statement.¹⁷²

At the close of each fiscal year, and not later than July 15, the district fiscal agent will forward to the Forester a statement of forest reserve fund receipts by forests and classes, showing gross receipts, refunds, and net receipts. A proof of the gross receipts will accompany the statement, giving the amounts received by each fiscal officer plus the amount deposited in the Treasury direct, less collections made by the district fiscal agent for other districts. When other districts are concerned, the amounts involved should be recorded separately as to each district.

Remittances.

All remittances which for any reason are not forwarded to the bank upon day of receipt will be kept in the safe.

Bank remittances which contain any considerable amount of currency will be sent to the depository by messenger.

Payments made in any form specified on the reverse side of Form 861 will be accepted.

All mail addressed to the district fiscal agent which is received in other than officially franked envelopes will be delivered unopened to the office of finance and accounts. Such mail should be opened by a member of the office designated by the district fiscal agent. Cash remittances so received shall be recorded in the cash receipt book, Form 583, by the above-designated person.

The necessary indorsement of checks and other signatures when required will invariably be made by the district fiscal agent or his bonded deputy. A rubber-stamp indorsement should, however, be used when satisfactory to the depository.

The total receipts for each quarter will be reported under the proper headings on the account current, the debit side being used for amounts received and the credit side for amounts deposited. The debit and credit entries should agree, no report being made of remittances received until actually deposited.

WASHINGTON OFFICE

From the abstracts of the receipts furnished by the district fiscal agents with their accounts current, entries will be made of amounts deposited to the forest reserve fund, the Forest Service cooperative fund, and to other miscellaneous receipt funds. Information will be furnished from this record to the Forester and the Secretary currently for use in making estimates required by the Bureau of the Budget as to the revenues from various sources. The abstract of receipts covering deposits to the credit of the cooperative fund will be checked with the record of such deposits as reported monthly by the district fiscal agents.

From the annual statements of the forest reserve fund receipts furnished by the districts, a combined statement will be prepared showing the net receipts by classes on each forest, and the receipts for each State. In ascertaining the latter, the receipts on forests in more than one State will be prorated on an acreage basis as required by law. The statement will show the amounts due the States of Arizona and New Mexico under the enabling act of June 30, 1910, the amounts due the States under the act of May 23, 1908 (25 per cent), and the amounts by States to be transferred and appropriated to the road and trail fund under the act of March 4, 1913 (10 per cent). A statement will also be prepared summarizing the gross receipts and refunds by fiscal officers and direct Treasury deposits, showing the amounts separately by quarters. These statements will be furnished the General Accounting Office and will form the basis for making the distribution of the receipts in accordance with the acts named. From this statement, information, when requested, will be furnished Members of Congress and others as to the receipts from a particular forest, State, or class.

A quarterly statement of receipts will also be prepared from statements furnished by the districts. This statement, which gives a comparison of receipts by districts and classes for the current year with those for the same period of the previous year, is furnished the Forester, the branch chiefs, and the district foresters.

UNITED STATES BONDS OR NOTES IN LIEU OF SURETY BONDS

Any person, firm, or corporation required to furnish bond to the United States in connection with any use or contracts on the national forests may tender United States Liberty or other bonds or notes of the United States in a sum equal at their par value to the amount of the bond required to be furnished, together with power of attorney and agreement authorizing the bond-approving officer to collect or sell such bonds or notes so deposited in case of any default in the performance of any of the conditions or stipulations of such bond. Registered bonds or notes must be registered in the name of the obligor and duly assigned, at or before the date of such deposit to the bond-approving officer, his administrative superior, or in blank. United States bonds or notes to be deposited must in every case be delivered to the bond-approving officer at the obligor's risk and expense. After the bond-approving officer has satisfied himself as to the ownership of the bonds or notes, sufficiency of power of attorney

and agreement, and the regularity of assignment in the case of registered bonds or notes, the bonds will be deposited through the district fiscal agent with the Treasurer of the United States or a Federal reserve bank.

The district fiscal agent will be responsible for the preparation of receipt to be issued by the district forester or supervisor as bond-approving officer, for securing receipt from the depository when the bonds are deposited and from the obligor when the bonds are returned to him. When bonds are to be taken from the depository the district forester shall issue instructions to the depository to deliver such bonds to the district fiscal agent. A copy of such instructions will be filed in the district accounting office files. Upon receipt of the bonds the original receipt issued by the depository will be surrendered. The district fiscal agent will keep an accurate record of receipt, deposit, and return of such bonds and notes to the obligor or other final disposition. Full and complete instructions on this subject will be found in Treasury Department Circular No. 154, as amended August 30, 1924, which should be made a part of the district fiscal agent's permanent files.

REFUNDS

FOREST RESERVE FUND

Generally speaking, all money not due the Government will be refunded to the depositors or rightful claimants, provided the United States has suffered no damages from violations of contract or permit. Supervisors may initiate action whenever payment is made in excess of the amount due. Applications may also be made by claimants to the supervisor in writing.

Timber Sales.¹⁷²

Deposits accompanying bids, when credited to the forest reserve fund through error or otherwise, will be refunded if the sale is not awarded to the depositor. Ordinarily, such deposits will be placed in the special deposit account pending award of bid, as provided on page 98-D of the Manual.

Purchasers who have cut all designated timber on the sale area and have complied with the terms of their contract are entitled to refund of any balance on deposit. When an agreement is canceled a refund of the amount not due the United States, after all damages incurred by the United States have been compensated, will be made, the refund voucher to be accompanied by a statement from the supervisor for administrative purposes giving the amount of the sale, reason for noncompletion of contract, and showing clearly that the United States has been fully compensated for all damages, if any. In sales approved by the district forester, closing report on Form 820 should always accompany the refund voucher to permit of the necessary administrative consideration and should show any balances remaining to the credit of the purchaser, with specific recommendation for or against refund. Sales on which a balance of over \$1 is due the purchaser will not be closed without filing a written explanation of such action with the records of the case.

Grazing.

The application for the refund of moneys in excess of the amount due in grazing cases when submitted to the district forester must be accompanied by a statement giving the amount paid, the number of stock and period grazed, and the reasons for requesting refund, together with a full report by the forest officer who is familiar with the case.

If the permittee's failure to use the range is based upon reasons acceptable to the supervisor and the district forester and the range can be reallocated to another applicant without loss of revenue to the Government, refunds may be made. Unusual climatic conditions, floods, high water in streams, heavy snows, etc., or infectious diseases causing quarantine by Federal or State authority, loss of stock caused by poison, disease, railroad wrecks, or in some unusual manner are all good reasons for refunds. If the district forester is satisfied that the permittee has exercised good business judgment and used proper methods in handling his stock and was still unable to place it on the allotted range, a refund may be granted. In all cases of unusual loss where it is either impracticable or impossible for the applicant to secure other stock a refund may be made; but if the stock can be replaced, as where a portion of the stock has been sold and removed from the range, this should be required.

An equitable portion of the grazing fees may be refunded when a permittee is prevented from enjoying the full use of his range by reason of trespassing stock or on account of an error by a forest officer.

In cases where the forest land is used during only a part of the period covered by permit and a refund of a portion of the grazing fees appears equitable the fee due for the period during which the range was actually used or was available for use will be computed in accordance with the provisions of Regulation G-10, since this regulation provides the basis for determining fees. The difference between the amount thus determined and the amount actually paid may be refunded as unearned.

No refund will be made on account of stock having been sold, except in cases where the fees have been paid prior to the opening of the grazing season and the stock have not entered the forest, or preference is waived by the original owner to the Government and the purchaser is allowed the permit. In such cases the fees on the number of stock permitted may be refunded to the original permittee on request. The amount which will be refunded, however, will not exceed the amount of the fees due on the permit issued to the purchaser. The difference, if any, between the amount paid on the original permit and the amount on the new permit will not be refunded. A permittee who sells his stock under conditions which justify a full renewal of the permit to the purchaser, and signs a waiver to its renewal (Form 763), is entitled to a refund of the full amount paid. If the conditions justify a renewal for only a portion of the number of stock covered by the original permit, then that per cent of the original payment will be refunded.

Persons who make application to graze stock which they do not own but intend to purchase will not be entitled to a refund because they fail to secure the stock. They may, however, reserve the right to place stock upon the range at any time during the period allowed by the permit.

In many cases applications are submitted for the privilege of grazing stock which the applicant expects to buy later in the season, and the supervisor approves the application and issues the permit. Later developments lead the applicant to believe that a greater profit can be made by some other course and he requests a refund of the fees paid. Such refunds should not be approved. By the issuance of the permit the Forest Service has done its part in reserving sufficient range for the number of stock covered. In such cases the range is reserved for the permittee during the period covered by the permit, and he has the right to place the stock upon it at any time during the period. His failure to avail himself of the privilege does not constitute grounds for refund.

Special Uses.

Refunds will be made of any moneys collected under special-use permits for the use of lands not under the control of the Forest Service, or for any special-use permit canceled through no fault of the permittee, provided the United States has not suffered any damages.

Trespass.

Moneys collected under trespass proceedings will be refunded if it is found that excess deposits were required on the basis of incorrect valuation of forest products, or that any part of the area involved was not a part of a national forest.

Erroneous Collections from Lands not a Part of a National Forest.^a

Refund may be made from the appropriation, "Refunds to depositors, excess of deposits, national-forest fund," of money erroneously collected for the use of any lands, or for timber or other resources sold from lands located within but not a part of the national forests, or for alleged illegal acts done upon such lands, which acts are subsequently found to have been proper and legal.

General.

Refunds of amounts of less than \$1 will not be made except upon specific request.

Procedure.

For refunds the supervisor will prepare a voucher (Form 1049 for original and Form 1050 for the duplicate) with yellow carbon for voucher record, and Forms 79a and 79b. The number, date, and amount of each deposit should be stated and proper case designation shown in order that the transaction may be identified. The voucher will be made payable to the depositor, his legal representative, or the rightful claimant and the correctness of the amount claimed certified by the forest supervisor, who will transmit the voucher, accompanied by Forms 79a and 79b and other necessary supporting papers, to the district forester for approval. The supervisor will then enter the refund on the voucher register and on the record card in the case as though already made, using date the voucher was forwarded as date of payment on the case record card.

If in the discretion of the district forester the refund should be allowed as submitted the voucher will be approved and transmitted to the district fiscal agent for payment. If the claim is approved in part only, the district forester will prepare a memorandum covering the reasons for disallowance and the amount thereof, and forward the voucher and memorandum to the district fiscal agent, who will pay the voucher for the amount approved. When payment has been made the district fiscal agent will stamp the Form 79a "paid" and forward it to the supervisor, together with the district forester's memorandum in the case of partial disallowance. Upon receipt of the memorandum the supervisor will advise the payee of the action by the district forester with a statement of the reasons therefor.

If the claim is disapproved in full by the district forester, the papers will be returned to the supervisor, who will be notified of the reasons for disapproval. In such cases the supervisor will at once return to the applicant for refund the original voucher signed by him, stamped "void," together with letter notifying him of the reasons for the disapproval. The supervisor will at the same time strike the refund entries from the card records.

No notice of the approval of refunds other than the return of the "paid" Form 79a will ordinarily be sent to the supervisor.

District Fiscal Agent's Record.

At the end of each month or quarter the refunds during the period for excess collections on account of timber sales, etc., will be summarized by forests and classes and the totals entered on sheets (Form 28) for each forest. At the end of the year the total refunds will be noted in the space provided for the purpose and the net receipts for the year brought down.

MONEYS ERRONEOUSLY RECEIVED AND COVERED ^a

When money is received and *erroneously* covered into the Treasury to the credit of other than the "Forest reserve" or "Cooperative" funds before legal and just deductions are made therefrom, refund of the amount in excess of the sum actually due the Government may be made from the fund "Refunding moneys erroneously received and covered 19—," the year being that in which the deposit was made. This authority to refund applies only to money that might properly be paid into the Treasury but for the existence of legal charges against it. It does not authorize the repayment of money belonging to private parties *illegally* covered into the Treasury. An example of the use of this fund is that of a collection for the sale of impounded stock in excess of the cost of impounding and advertising, the excess being properly payable into the Treasury but for the existence, during the period of one year allowed by the impounding regulation, of the owner's right to claim it. Refund claims of this character will be submitted on Form 1034 and referred to the General Accounting Office for settlement.

^a Amdt. No. 103, effective Jan. 1, 1928. (95-D)

TRANSFER OF DEPOSITS

Within Forest Reserve Fund.

If circumstances would otherwise warrant a refund, deposits may be transferred at the written request of the payer to his credit on another transaction of the same or different kinds. Deposits may also be transferred to the credit of another person with the written consent of the original depositor. Transfers will not ordinarily be approved until the original transaction is closed, but excess payments may be transferred at any time, and transfer from a timber sale is permissible if it does not reduce the last payment below the minimum amount of payments stipulated in the contract.

Proper notation will, in each case of transfer, be made on the card records in supervisor's offices.

Requests of a payer for transfers to his credit on another transaction of the same or different kinds may be more or less informal, but requests for transfer to the credit of another person should be formal in character and follow in general terms the form given below for timber sales:

APPLICATION FOR TRANSFER OF DEPOSITS

(Case designation)

_____, of _____,
(I or we) (Name) (Town) (State)
purchaser of the timber in the above-designated timber sale, _____ National
Forest, respectfully state that _____ have deposited in connection therewith
(I or we)
the sum of \$_____; that _____ have cut thereunder timber of the value
(I or we)
of \$_____, which is all the timber designated for cutting on the area included in
said sale, and that all the terms of the contract have been fully complied with.
_____, therefore, request that the balance of \$_____, due as an overpayment in
(I or we)
said sale, be transferred to _____, credit _____ on _____
(My, our, or the) (of) (My, our, his, or their)
timber sale of _____, on said national forest.
(Date)

Signed in duplicate this _____ day of _____, 19____.

Approved at _____, _____, 19____.
(City) (State) (Date)

(Signature of approving officer)

(Title)

Final action on requests for transfers will be taken by the forest supervisor, but if different classes of receipts within the forest reserve fund are involved, a copy of the request, formal or informal, will be sent to the district fiscal agent, after approval by the supervisor, in order that the district fiscal agent may make the necessary debit and credit entries between classes.

Between Forest Reserve and Cooperative Funds.^a

To effect transfer to the correct fund of a forest reserve fund or cooperative work fund item erroneously credited, a refund voucher (Form 1049) should be prepared in the regular manner for the amount deposited in error. Before the voucher is transmitted to the district office the payee should be requested to sign an order for attachment thereto directing the district fiscal agent to draw his check for the refund to the order of the district depository bank for deposit to the fund which should have been credited in the first instance. This method should also be employed in transferring excess stumpage deposits to brush disposal and vice versa. In all such cases a Form 861, giving the proper case designation and fund to be credited, must accompany the voucher.

^a Amdt. No. 103, effective Jan. 1, 1928. (96-D)

COOPERATIVE FUNDS

DEPOSITED

The acceptance of funds from outside agencies for deposit in the Treasury and to be made available for disbursement by the district fiscal agents is limited by law to six classes of cooperation, viz: (1) Forest investigations, (2) protection, (3) improvement, (4) brush disposal, (5) reforestation, and (6) administration. Cooperative deposits for other purposes can not be accepted for Treasury deposit.

The contributions for cooperative work are deposited in the Treasury under the designation "Forest Service cooperative fund (special fund)," symbol 4830, and become immediately available for expenditure under the appropriation title of "Cooperative work, Forest Service." This is a continuing appropriation and is available until exhausted.¹⁷³

Cooperative deposits will be immediately taken up by the district fiscal agent on his records as an increase in allotment, notifying the forest or unit concerned on Form 540-B or 540-C, or merely by return of the "paid" Form 861 when that method is considered sufficient. He will also submit at the close of each month a report in duplicate on Form 585 of such deposits to the Forester. This report will show date and number of certificate of deposit, class or classes of cooperation involved, the amount of the deposit, the bureau concerned, and the net cooperative allotment to date by bureaus. The duplicate copy of the report will be returned by the Washington office after the deposits have been posted and the net allotments checked.¹⁷³

For administrative reasons, as well as the refunding of unexpended balances, considerable care should be exercised in handling the expenditure and accounting of the funds in order that a proper showing may be made when called for as to the disposition of the contributions.¹⁷³

Refunds of unexpended balances of cooperative funds will be made on Form 1049 vouchers with proper reference to certificate of deposit by number and date. The account will be given a certificate number and taken up on the accounting records as a disbursement against the appropriation and project allotment.¹⁷³

When work cooperative in character is performed on which no deposit has been made by the cooperator, and payment by the Forest Service is made from other than "cooperative funds," any amount collected later as a repayment from the cooperator should be credited to the appropriation charged with the cost of the work. In all cases of cooperation, where possible, a contribution should be required before the work is performed. In the event that a sufficient amount is not deposited to cover the cost of the work, an additional deposit should be requested and such additional amount when received credited to the account "Forest Service cooperative fund," unless the additional cost was paid from some other appropriation, in which case it is a repayment, and credit should be given such appropriation.

It should be clearly understood that the cooperative appropriation is not a revolving fund; each account should be complete and distinct in itself and funds not borrowed from one to finance another temporarily. Accounts of individual contributors will be promptly closed, upon completion of the work, showing balances for or against the contributor or showing no balance.

Deposit of repayments to other than the appropriation from which payment of the cost of the work was made is strictly prohibited by law.

When Federal and cooperative funds are used on the same project and the cooperative agreement provides for a division of the total cost on a percentage basis, every effort should be made to keep the expenditures divided currently on approximately the agreement basis. If, however, at the completion of a project it is necessary to make adjustments to meet the terms of the agreement, this should be handled (1) by the transfer of payments between projects, financed from the same appropriations, (2) by account current adjustment, (3) by the issuance of transfer and counter warrants through the General Accounting Office, or (4) by the transfer of allotments.

A report will be forwarded to the Forester as of June 30 each year, subdividing the balance remaining in the cooperative fund by the six authorized classes of cooperation, Forest Service and Bureau of Public Roads separately, (1) forest investigations, (2) protection, (3) improvement, (4) brush disposal, (5) reforestation, and (6) administration. This data should accompany the June financial reports, Form 279b.

Repayments.

Repayments for private or commercial cooperative work are limited to the six classes of cooperation for which contributions for Treasury deposit may legally be accepted. They represent delayed deposits properly creditable to the cooperative fund, but credited to regular appropriation accounts as a matter of offsetting payments necessarily made in advance of deposit. Whenever practicable every effort must be made to secure cooperative contributions in advance, thereby limiting repayment transactions to the minimum. Exception to this rule is authorized in the case of fire-suppression work and in unusual cases in other activities, particularly fire prevention and improvement.

UNDEPOSITED

Cooperative funds, undeposited, are funds devoted to service projects such as fire patrol, construction of improvements at public camp grounds, trail building or maintenance, etc., by States, counties, municipalities, civic associations, companies, or individuals, who desire to either personally retain and disburse the funds themselves or to employ for the purpose officers or trustees of their own selection. Forest officers or employees are prohibited from handling these outside funds, but are clearly authorized to assume direct charge of such projects when requested by the cooperating agency and approved by the supervisor or district forester, and may employ labor, purchase supplies, and certify to the correctness of accounts covering liabilities thus incurred. In this connection it should be pointed out that when acting in such a capacity forest officers have the honor of the service in their keeping in no less degree than when in charge of projects the cost of which is charged to regular service appropriations and which are subject in all respects to the regular fiscal procedure of the service.

As all cooperative funds deposited in the Treasury take on the same characteristics and are subject in all respects to the laws and regulations which apply to regularly appropriated funds, it is the fixed policy of the service to endeavor to secure the deposit of all cooperative moneys in the Federal Treasury, thus reducing the "undeposited" accounts to the absolute minimum. If, however, a contributor objects to the advance deposit of funds, or there are legal restrictions such as State laws, municipal ordinances, etc., which prevent deposit, the procedure hereinafter outlined will be followed.

Forest and Experiment Station Office Procedure.

No undeposited cooperative project shall be undertaken before the purpose and terms of the project have been clearly stated in a contract, or memorandum of understanding, and a copy thereof furnished each party.

The department fiscal regulations will be observed in the purchase of supplies or equipment chargeable to undeposited cooperative funds. Bids should be obtained, using the same forms, limits, etc., but the accepted bids should be kept and attached to the supervisor's or director's file copy of the voucher or original invoice. Necessary purchases in the open market in excess of \$50 should be supported by exigency statements which should be similarly filed. Accepted bids or exigency statements will ordinarily bear the signature of the supervisor or acting supervisor, and when that is impracticable the signature of the ranger will be required. Rates of pay shall not exceed rates authorized for service rolls for similar work performed under like conditions, and certifying officers will be required to fully justify certification at higher rates if called upon. Such procedure will obviate possible criticism of extravagance in handling expenditures from funds other than our own.

A definite understanding should be had with the cooperator to the effect that the service assumes no responsibility whatever in the event of controversy between him and a payee.

Every payment certified should be evidenced by a file copy of the voucher or letter of notification to the cooperator, to which should be fastened the original invoice or time slip. The retained record of each payment should be identified by a number and the name of the project concerned, a detailed disbursing record being maintained for each project.

A separate folder will be maintained in the forest files for each of the larger projects in which all of the fiscal data pertaining to that project should be assembled, and be kept up currently and in such complete form as to permit of a convenient and intelligent audit by the regional fiscal agent or his assistant without having to depend upon explanations on the part of the supervisor or clerk of important basic matters. When more convenient the data relating to several small projects may be kept in one folder if desired.

Statements of accounts should be sent to the larger cooperators semiannually. July 1 and January 1 are suggested. In the case of smaller projects a final report on the completion of the project will be sufficient.

Examination by the Regional Fiscal Agent.

The regional fiscal agent will make a thorough audit of the forest and experiment station office records pertaining to undeposited cooperative accounts at the time of his periodic inspection trips. The vouchers should be checked as well as the allotment and disbursement records, invoices, time slips, and other related papers. It should be noted that time slips and invoices are properly O. K'd and that the various transactions conform with the requirements of the departmental fiscal regulations. Unusual items of expense, improper vouchers, excessive payments, or anything indicating disregard of instructions or irregularities of any kind, will be promptly brought to the attention of the regional forester.

Annual Report.

After the receipt of the final Form 44 for a fiscal year and not later than September 1, the regional fiscal agent will prepare and submit to the Forester a report of cooperative funds, undeposited, which will show by national forests, experiment stations, or other units of organization, the class of cooperation, amount expended during the fiscal year, the unexpended balance, and by whom the funds were disbursed.

SPECIAL DEPOSITS^a

Special deposits are carried by the regional fiscal agents in addition to the regular disbursing and receipts funds to provide for the systematic and expeditious handling of proper and legal fiscal transactions which can not be effectively handled through the regular accounts.

USES PERMISSIBLE

Three general uses of special deposits are authorized—(1) for suspense account cases necessary to accomplish some legal object or to await some future determination, such as a timber-sale-bid deposit, deposits made in lieu of bond as a guaranty for the proper performance of contracts, as guaranty of return of plans and specifications issued by the Bureau of Public Roads by prospective bidders, etc.; (2) for cooperative deposits in contemplation of cooperative work to be performed under authority of the act of July 24, 1919 (41 Stat. 270); and (3) as a means of fiscal convenience under certain circumstances, such as an overpayment affecting the regional fiscal agent's regular account where the debtor remits more than the amount due. In such case the entire sum remitted would be credited to special deposits and the excess amount refunded to the remitter. On the refund voucher, Form 1049, the amount to be retained by the Government will be entered in the "Applied charges" column, with notation showing the fund to which it is to be transferred. Transfer of the retained

^a Amdt. No. 329, effective September 25, 1931.

amount to the credit of the fund affected will be accomplished as explained under "Transfer to regular funds." Group 2 cases can be justified only on the grounds of bona fide cooperation and mutual benefit and not merely when economy is the sole purpose to be served; it is necessary also for the project to be of an investigative nature.

Cooperative projects involving forest investigations, improvement, protection, brush disposal, reforestation, administration, forest research, and sale area betterment will not be conducted through the special deposit account, since the service has specific legislation (38 Stat. 430, 39 Stat. 462, 43 Stat. 1132, 45 Stat. 699, and 46 Stat. 527) providing for such classes of cooperative work. Only cooperative activities relating to other lines of Forest Service work which the service is authorized by law to perform may be handled as special deposits. There should be a written contract, not necessarily formal in character, or a memorandum of understanding covering each account opened. These will be retained in the office originating them unless required for accounting purposes.

SUPERVISOR'S OFFICE

In the absence of authority from the regional forester, all cases involving special deposits will be referred to the regional office for approval before requesting the deposits from the interested parties.

Vouchers, Receipt and Disbursement.

Forms 861 will accompany remittances of special deposits, being prepared by the supervisor and sent to the remitter as in the case of deposits to the regular funds. In addition, these Forms 861 will carry a notation identifying them as special deposit transactions; for example, "Special deposit, timber sale bid," "Land exchange," etc., with name of the area, exchange unit, etc., to which it relates.

The preparation of disbursements vouchers is the same as for expenditures from regular funds, utilizing the same forms. Form 1049 will be used for refunds and for transfers from special deposits to regular funds.

Form 1049 vouchers covering refunds need not necessarily be drawn in favor of the depositor; neither do such vouchers require the payee's signature. Vouchers for refunds and/or transfers should show the dates and schedule numbers of deposits, reason for the refund or transfer, and amounts thereof. The amount to be transferred to regular funds will be entered in the "Applied charges" column and the amount refunded in the column "balance due depositor." The reason should be concise and to the point in all cases. For illustration, a land-exchange refund voucher should be stated somewhat as follows: "Refund of amount deposited in the special deposit account pending consummation of transfer to the United States of land exchanged for Government timber under the act of March 20, 1922 (42 Stat. 465), the title to the land having been accepted by the Department of the Interior." Typical examples of transfers to regular funds are deposits covering timber-sale bids in the case of successful bidders and T-12 deposits.

Bookkeeping Procedure.

Proper accounting requires that special deposit transactions be maintained on a receipts and disbursements basis similar to the regular funds. These deposits should be considered in the light of a nonfiscal year fund and treated somewhat like the cooperative fund account.

Special deposit items will be recorded on Form 17, "Register or receipts," in the column provided therefor, and will follow the same procedure as other receipts transactions.

In the case of transfers from special deposits to regular funds as for instance, a timber-sale bid deposit, the transaction will be treated as a new item in the register of receipts, entry being made in the "Approved" and "timber sale" columns, but no entry will be made in the "Special deposit" column, as the register of receipts is not an expenditure record.

In the allotment and disbursement records the deposits will be entered as "allotments" on Form 19 in a column provided therefor, and expenditures against this fund, such as transfers to the regular account, refunds, etc., will be taken up on the voucher register, Form 19a, also in a column provided for the purpose. The subaccounts under this fund, such as timber-sale bids, land-exchange and T-12 transactions, etc., will be maintained on Form 19h similar to the cooperative fund subaccounts. At the close of a fiscal year the balances in the subaccounts and in the control account will be transferred to the ledger for the succeeding fiscal year.

Each quarterly financial statement will show the total amount of special deposits, expenditures, and balance, all secured from the ledger records as in the case of the regularly appropriated funds.

Letters of Transmittal.

Special deposit letters of transmittal must clearly show the class of remittance to be charged with the deposit, as "Special deposit account—Timber-sale bid" (name of), "Land Exchange," etc.

DISTRICT OFFICE

Authority Required.

Blanket authority is given for handling through this account under Group 2 funds received from timber contractors in connection with the exchange of lands for national-forest stumpage, for supervision and maintenance of driveways incident to sheep-crossing permits, and for timber scaling in excess of Forest Service requirements when mutually beneficial to operator and Government and when stumpage rate is not lowered. All other classes of special deposit cooperative accounts projects should be referred to the Forester for advance approval.

Deposits falling under Group 1, "Suspense," and Group 3, "Fiscal convenience," may be accepted by the district forester without reference to the Washington office.

Deposits.

In depositing remittances with the Federal reserve bank to the credit of the special deposit account, collection credit should be insisted upon, and in no event will the district fiscal agent issue his check against a deposit until the duplicate certificate duly signed has been received from the bank, or he is otherwise assured that collection on the remittance has been effected. Immediate credit or average time credit will not be employed in depositing remittances. Neither will special deposit fund remittances be withheld from deposit even temporarily; they should be promptly referred to the Federal reserve bank and collected upon without delay as a matter of protection to the remitter.

Form 6599 will be used when making deposits to the credit of the special deposits fund, the form being filled out in the usual manner. The handling of the form and disposition of the original and three carbon copies is the same as in the case of other deposits to the district fiscal agent's disbursing credit.

The procedure for notifying forests of allotment increases in the special deposits funds will be the same as used in the district for the cooperative work fund.

Funds will not be requisitioned for disbursing credit on account of the special deposits, since deposits are placed to the credit of the district fiscal agent's checking account in the first instance. The district fiscal agent is authorized to issue his check against a deposit as soon as the completed duplicate certificate is received from the Federal reserve bank, or as soon as he may have otherwise assured himself of actual collection. Special deposit funds to the district fiscal agent's disbursing credit will not be taken into account when requisitions for the advance of regularly appropriated moneys are prepared.

When it becomes necessary for a district fiscal agent to renew his fidelity bond, he should secure a certificate signed by two disinterested persons, preferably members of the district audit committee, verifying his depository balance. For this purpose the persons signing the certificate should use the last available Treasury or bank statement as a basis. The certificate will be forwarded with the closing account under the old bond, and the date of the certificate should agree with the closing date of the account. The balance so certified should appear in the account under the old bond, as "Transferred to account under new bond dated —— per certificate herewith," and be taken up in the new account as "Transferred from account under old bond dated ——."

Checks.

Disbursements of special deposits funds are made through the special fund disbursing account, using the same series of checks and following the regular procedure. Uncashed checks drawn against special deposits are credited to outstanding liabilities after three full fiscal years have elapsed in the same manner as checks against appropriated funds.

Vouchers.

All vouchers, both disbursement and collection, will be approved by the regional forester or his designated assistant prior to the initiation of fiscal action by the office of finance and accounts. The regional fiscal agent will stamp the vouchers "Special Deposit, ———," noting the particular project or subaccount in the blank space.

Transfers to Regular Funds.

Amounts to be transferred to regular fund accounts, such as the "Forest reserve fund," "Livestock trespassing on national forests and parks," etc., will be itemized on standard Form 1046, Schedule of transfers and refunds. In the respective columns will be entered as to each transfer item (1) the dates and certificate numbers of the deposits from which the transferred amount is derived, (2) remitter, (3) purpose (class of special deposit, as "land exchange," "timber sale bid," etc.), (4) amount transferred and (5) symbol of the fund to which the transfer is made. The column "Amount refunded" will be disregarded and the schedule used as a transfer voucher only. When the number of transfer items warrants a summary will be typed at the bottom of the form (on the last sheet, if more than one) showing the total credited to each fund and the total charged to each class (land exchange, etc.). The Form 1046 will be signed by the regional forester or other administrative officer and transmitted to the regional fiscal agent. The regional fiscal agent will draw a check payable to the Treasurer of the United States for the total amount of the schedule and deposit it in the regional depository to the credit of the fund or funds to which transfer is made, noting the number and date of the check on the Form 1046. A voucher number will be entered in the upper right-hand corner and the form scheduled as a voucher on Form 1025. All transfers made at one time will be covered by a single Form 1046; if the number of transfer items is small, it may be desirable to make only one transfer each month.

Form 1049 vouchers showing both a refund and a transfer are assigned voucher numbers and scheduled on Form 1025 as to the refund amount, the transfer amount being entered on the Form 1046 for the day or period. Form 1049 vouchers for transfers only will be entered on the Form 1046, but the vouchers (Form 1049) will not be given voucher numbers. These Form 1049 vouchers covering transfer only will be retained in the regional office.

Schedules of Receipts and Disbursements.

Special deposit receipts will be scheduled on Form 1026, the procedure being the same as for other receipts. Disbursements, refunds, and transfers will be scheduled on Form 1025. The classes of special deposits will be scheduled separately on both receipts and disbursements schedules, but subdivisions of a class will not be shown. The several classes may be entered on a single schedule when the number of items is not so numerous as to necessitate additional sheets.

Records.

In the appropriation disbursing ledger a Form 12b will be maintained as for appropriations, designating the fund "special deposits." The disbursing balance on this sheet will not be considered a part of the disbursing balance when making requisitions, the special deposit balance being deducted for this purpose from the balance shown on the summary disbursing ledger. In the appropriation control ledger, a Form 12 will be set up for special deposits. As all

special deposit funds are deposited to disbursing credit, there being no allotments or Treasury balance, the last four columns on this sheet will not be needed. In the subappropriation ledger the various classes of special deposit will be treated as subappropriations and a sheet carried for each. The use of the subappropriation ledger for special deposits is optional when the regional office carries project records. Entries on and handling of the summary and appropriation disbursing ledgers and the appropriation and subappropriation ledgers will conform to the procedure for appropriated funds.

For project records, when kept in the regional office, Form 84 will be used.

Classes and Titles.

Special deposit transactions commonly handled fall into five classes, to which the following class titles are assigned: (1) Suspense, Forest Service; (2) suspense, Bureau of Public Roads; (3) timber-sale bids; (4) sale of trespassing stock; and (5) land exchange. For transactions of these classes the foregoing titles should be used uniformly on accounts current, schedules, and other accounting forms. Occasionally special deposits are received for purposes other than those covered by these five classes appropriate class titles for such items will be assigned by the regional office.

WASHINGTON OFFICE

The Washington office will maintain a summary record of receipts and disbursements by classes—i. e., land exchange, timber-sale bids, suspense B. P. R., etc. Posting to this record will be made from the quarterly accounts current and collateral papers, which will show the receipts and disbursements by classes.

PROPERTY ACCOUNTING^a

RECORDS

A general Forest Service record of property will be maintained by placing the responsibility on the regional foresters for the property in their respective regions. The record of property of the Washington office will be kept by the regional forester stationed at Washington, D. C. The director of the Forest Products Laboratory at Madison, Wis., will be responsible for all record of property used in connection with the activities at the laboratory. In the subsequent instructions covering property all references to regional foresters are equally applicable to the director of the laboratory.

RESPONSIBILITY

Each member of the Forest Service will be held responsible for the proper use and protection of any Government property which may come into his custody or control in any manner whatsoever.

EXPENDABLE, SEMIEXPENDABLE, AND NONEXPENDABLE PROPERTY

Articles of equipment used in the Forest Service, whether obtained through purchase, manufacture, or otherwise, are, in accordance with the property regulations of the department, grouped into three classes—expendable, semi-expendable, and nonexpendable. A list showing the classification is included in the appendix following the fiscal and accounting section of the Manual. Any articles not appearing on the list should be referred to Washington for classification as they come to attention or as new kinds of property are acquired, unless they clearly fall within existing general classes, when they may be classified accordingly in the field.

^a Amdt. No. 42, effective October 1, 1926.

INDIVIDUAL ACCOUNTABILITY

Each member who receives nonexpendable or semiexpendable property by transfer or by purchase on reimbursement account (Form 1012), or by purchase orders issued by the purchasing agents at Ogden, Madison, and Washington, must receipt for it on Form 939. Expendable property issued by the supply depots must also be receipted for. Receipts of property purchased in the field is evidenced by the certificate on the purchase voucher (Form 1034), and no further receipt is necessary. In addition to assuming responsibility for the proper use and protection of all classes of property, the member receiving nonexpendable and semiexpendable property must account for it as prescribed in the following procedure:

Nonexpendable.

Having receipted for a nonexpendable article a member may be relieved of the responsibility as follows: (1) On receipt from another member after duly authorized transfer of the article has been made and transfer recorded in the district office, supervisor's office, or other office in which the property record of the member affected is kept; (2) by relief on approved certificate (Form 858) showing consumption in use, loss, damage beyond repair, or destruction; (3) by payment through the designated district fiscal agent of the value of property lost, damaged beyond repair, or destroyed where relief is not granted under No. 2; and (4) by approved certificate of sale (Form 217).

Semiexpendable.

A member may be relieved of responsibility for semiexpendable property as follows: (1) On receipt from another member after duly authorized transfer of the article has been made and transfer reported to the district office, supervisor's office, or other office where the property record of the member is kept; (2) by authorization from the supervisor or other qualified superior officer permitting destruction of property worn out or damaged beyond repair; (3) by satisfactory explanation of the difference between his proper accountability and his inventory at the time inventory is made; (4) by payment through the designated district fiscal agent for lost, damaged, or destroyed property where satisfactory explanation is not made; and (5) by approved certificate of sale (Form 217).

Negligence.

Payment will be required for any class of property lost, damaged, or destroyed through negligence.

Receipt for Property.

No receipt should be signed until its correctness has been verified, nor until articles to be receipted for have been checked and actually delivered to or placed at the disposal of the member signing the receipt. The fact that these precautions were not taken will not relieve the member from responsibility in the event that a discrepancy is discovered after the receipt has been signed and the member has been charged with the articles on the records.

DISTRICT PROPERTY AUDIT RECORDS ^a

The record of nonexpendable property will be kept on cards (Form 966), supported by proper vouchers, except for purchases made on Form 1034, and will show the total number and cost of all the articles in the district and the number of articles and the cost of each charged to the custodians individually.

There will be a separate series of property voucher numbers for each calendar year, starting with No. 1 and filed numerically. For semiexpendable property transferred between forests or other units purchased on reimbursement vouchers (Form 1012) or disposed of by sale the Forms 939 and 217 will be given a property voucher number in the same series as the nonexpendable numbers.

^a Amdt. No. 104, effective Jan. 1, 1928. (101-D)

The district office will keep no record of semiexpendable property, but will indicate by stamp on memorandum copies of purchase vouchers and on Form 939 covering reimbursement account purchases the articles belonging to this class before returning the memorandum copies or Form 939 to the forest or other unit, as explained under "Property purchased."

DISTRICT OFFICE ACCOUNTABILITY RECORD

In the case of local district office property a detailed record of accountability will be kept on Form 331, as on forests and other units, in the manner hereinafter outlined under "Property accounting on the national forests."

PROPERTY PURCHASED ^a

Purchases made by others than purchasing agents will be stated on Form 1034, except when included in reimbursement account (Form 1012). When payment has been made of any Form 1034 account covering expendable, semi-expendable, or nonexpendable property, the district fiscal agent will assure himself by audit that memorandum copy of the purchase voucher (Form 1034-a) agrees with the original (Form 1034), place upon the memorandum copy the date of payment, add his voucher number, and refer the memorandum copy to the member of his office designated as property audit clerk.

The property audit clerk will check with a red check mark all nonexpendable and semiexpendable property appearing on the memorandum copies of purchase vouchers, Form 1034, or invoices, and also stamp each such item "Nonexpendable" or "Semiexpendable," as the case may be. Entries on the property cards in the district office, forests, and other units will be made direct from the memorandum copies of the vouchers or invoices. To identify the entries, certificate numbers only will be used, and no property voucher numbers assigned.

All memorandum copies of vouchers, Form 1034, and invoices containing nonexpendable or semiexpendable property will be stamped by the property audit clerk before return to the forest or other unit "Retain this copy for your files. Nonexpendable and semiexpendable items indicated should be taken up on your records."

When making up reimbursement accounts (Form 1012), forest officers will prepare a Form 939 in duplicate (and a third copy on yellow as a tickler), covering all nonexpendable and semiexpendable articles shown in the account with the cost of each. The Form 939 must be signed by the member accountable. The original will be forwarded with the Form 1012 to the district fiscal agent, also the duplicate (marked "Property audit") and the tickler copy will be retained. The district fiscal agent will follow the same procedure as in the case of the memorandum Form 1034a. Reimbursement accounts (Form 1012) containing nonexpendable or semiexpendable articles may be returned by the district fiscal agent without payment unless accompanied by the signed Form 939.

When the Form 1034a covers the purchase of horses or other animals, Form 411 (in duplicate) properly filled out will accompany the memorandum copy of the voucher. Similarly a Form 1034a covering the purchase of a motor vehicle will be accompanied by Form 411a in duplicate.

PROPERTY MANUFACTURED OR FOUND

When nonexpendable property is manufactured, or is recovered after having previously been reported on Form 858, it must be reported to the district forester at once on Form 939. The actual or estimated cost should be shown for each article and the Form 939 should show the circumstances under which the property was found if it is a case of recovery.

Semiexpendable property manufactured or found will be reported to the supervisor on Form 874-16 and taken up on the records. If there is any doubt as to its classification it will be reported to the district forester on Form 939.

^a Amdt. No. 104, effective Jan. 1, 1928. (102-D)

FOREST CUSTODIAN

The district forester will designate a custodian for each forest, who will be accountable for the equipment used on the forest. He may, in his discretion, designate either the supervisor or the forest clerk as custodian, and when the latter is designated the supervisor should be instructed to transfer, on Form 939, the property of all classes with which he is charged.

When a vacancy occurs in the position of property custodian by resignation, furlough, leave without pay, or any other change to a nonpay status as contemplated in the paragraph headed "Final settlement," the retiring custodian will be required to transfer, on Form 939, in triplicate the nonexpendable, and in duplicate the semiexpendable, property with which he is charged to the supervisor or to some forest officer designated by the supervisor as temporary custodian pending the filling of the vacancy. The three copies of Form 939 for the nonexpendable will be forwarded to the district forester.

Unless the supervisor can vouch for the correctness of the record based upon physical inventory, he will not require an incoming custodian to receipt for forest property. If he can not do so the supervisor will assume the custody of the property until such time as the physical inventory can be made.

PROPERTY TRANSFERS

Nonexpendable.

Transfer of nonexpendable property between members of the service, except as provided under property accounting on the national forests, will be made in accordance with the following procedure, in which the words "property clerk" refer to any employee invoicing property permanently and "custodian" to any employee receiving such property.

When nonexpendable property is transferred by a property clerk to a custodian in the same district three copies of Form 939 (and a fourth copy on yellow as a tickler) will be prepared and signed by the property clerk as invoices. He will send two copies to the district forester, the original to the custodian receiving the property, and retain the tickler. When the property clerk and the custodian are not in the same district, the property clerk will prepare four copies of Form 939 (and a fifth copy on yellow as a tickler) and sign them as invoices. He will send one copy to the district forester of his district, two copies to the district forester of the district in which the receiving custodian is located, and the original copy to the receiving custodian.

The custodian, upon the receipt of the property, will enter, in the spaces provided on the Form 939 received from the property clerk, the condition of the property and the date of receipt; he will sign it as a receipt and send it to the district forester.

The district forester, upon receiving the Form 939 from the custodian, will charge the custodian and credit the property clerk with the property transferred, if both are in the same district, and will indorse upon the two corresponding Forms 939 received from the property clerk a certificate of the transfer, sending one to the property clerk and the other to the custodian. When the custodian and property clerk are not in the same district, the district forester (receiving district), upon receiving the Form 939 from the custodian, will charge the custodian in the usual manner, indorse the charge on the two Forms 939 received from the property clerk, send one to the custodian, one to the district forester of the transferring district, and retain the signed copy received from the custodian. Upon receiving the indorsed copy of Form 939 from the receiving district, the district forester of the transferring district will credit his property clerk and send him a Form 939 indorsed with the credit.

The property clerk or other custodian who transfers nonexpendable property is not relieved of accountability until the receipt of the member to whom the property is transferred has been received by the district forester and the transfer has been recorded.

Semiexpendable.

Semiexpendable property transfers will be handled in the same manner as non-expendable and numbered in the same series, but no entries will be made on the district property audit records. The Forms 939 (or the semiexpendable items when both nonexpendable and semiexpendable appear on the same forms) will be stamped semiexpendable.

Ogden and Washington Supply Depots.¹²⁰

The instructions given above for the use of Forms 939 on ordinary property transfers apply to the Ogden and Washington supply depots in the same manner as to any other property clerk or property custodian.

On purchases made from the Ogden and Washington supply depots, a sufficient number of copies of Form 939 are prepared at the depot when the order is placed to provide the property audit clerk and the property custodian with a copy for making charge of property upon receipt of goods. After payment the signed copy of the Form 939 bearing the district fiscal agent's voucher number and date of payment will be forwarded by the paying officer to the district forester of the district in which the custodian concerned is employed, who will handle the transaction as provided for any other purchase made on Form 1034 voucher.

Interbureau.

When property is received from another bureau receipt therefor will be forwarded to the transferring bureau by the property custodian of the unit concerned through the district forester with two extra copies. The district forester will indicate the classes on the extra copies, record the nonexpendable items, and return one copy to the forest or other unit where both the nonexpendable and semiexpendable items will be recorded. The district forester will mail the original receipt to the transferring bureau. If the transferring bureau does not request a receipt the custodian will prepare a receipt in triplicate on Forest Service Form 939 and transmit it to the district office for handling as above, one copy being forwarded by the district forester to the transferring bureau.

When property is transferred to another bureau four copies on Form 939 will be forwarded to the district forester. Receipt on the original will be obtained by the district forester from the receiving bureau, after which he will forward one copy to the custodian of the transferring unit and two copies to the receiving bureau.

RECEIPT SIGNED BY SUPERVISOR IN ABSENCE CUSTODIAN

When nonexpendable or semiexpendable property is received in the absence of the property custodian (supervisor or forest clerk), the Form 939 will be signed by the member in charge of the office at the time of the absence, in the following manner:

JOHN JONES, *Supervisor*,
By WM. SMITH, *Acting Supervisor*.

or—

JOHN DOE, *Property Custodian*,
By RICHARD ROE, *Supervisor*
(or *Acting Supervisor*).

Signing for property should be limited absolutely to the person in charge when the property is received.

PROPERTY TO INDIVIDUALS

When property is transferred to a member as an individual and not as an officer in charge of an administrative unit he must sign the Form 939; otherwise the custodian will sign.

When nonexpendable or semiexpendable property is furnished for temporary use by a custodian to another member a receipt will be taken, but the transaction will not be recorded on Form 331 unless the member fails to return the property within the time agreed upon, in which event a transfer should be effected in the manner hereinafter prescribed.

PROPERTY ACCOUNTING ON THE NATIONAL FORESTS

CUSTODIAN'S RECORD

[These instructions apply also to the local record of the district office and to experiment stations or other units, substituting appropriate terms for "Supervisor," "Forest," etc.]

An account will be kept on property-record cards (Form 331) of all non-expendable and semiexpendable articles obtained by the supervisor through purchase, transfer, requisition, or otherwise. This account may also include expendable equipment or certain kinds of expendable equipment in the discretion of the supervisor. Before any account is forwarded for payment it should be reviewed to determine whether it covers any nonexpendable or semiexpendable property. Entries should be made on card Form 331 or steps taken which will result in such entries at an appropriate time. White cards will be used for nonexpendable items, salmon for semiexpendable, and blue for expendable, the cards for all three classes being filed in one group behind alphabetical guides.

For nonexpendable and semiexpendable property obtained on purchase voucher (Form 1034) the fiscal certificate number used on the voucher register will be entered in the "Transfer number" column on Form 331, as no regional office property voucher number is assigned in such cases.

In all other cases the property voucher number appearing on the Forms 939, 858, and 217 will be entered in this column.

The cards will be filed by names of articles, and will show the total number of each article, number of each issued to subordinates, and of those kept on hand for distribution. Each transaction which affects the property on a forest, whether by purchase, transfer, certificate of loss, or of sale, will be promptly entered on the proper card or cards (Form 331).

The account with "stock" will include only articles actually at the forest headquarters. In all respects the account with stock should be handled in the same manner as those with individual members.

The column "Supervisor's office" on the record card is designed to provide a convenient means of segregating from "stock" equipment in use at the forest headquarters. It may be used or disregarded in the discretion of the supervisor.¹⁷⁴

PROPERTY TRANSFERS ^a

Permanent Transfers.

Property issued by a custodian to a forest officer will require the preparation and initialing by the custodian of two copies of notebook Form 874-16, which will then be sent to the officer. The officer will, upon receipt of the articles, sign both copies and return one to the custodian and keep the other.

Property returned to a custodian by a forest officer will require the preparation and initialing by the officer of two copies of notebook Form 874-16, which will then be sent to the custodian, who, upon receipt of the articles, will sign both copies and return one to the officer.

Property transferred between officers will require that the officer from whom the property is received will prepare three copies of notebook Form 874-16. He will send one of them to the recipient of the property and the other two copies to the custodian. The recipient will, upon receipt of the property, sign the Form 874-16 and send it to the custodian. Upon receiving the Form 874-16, which has been signed by the recipient, the custodian will sign or initial the two copies received from the transferring officer in the space provided in the upper right-hand corner and send one of them to each of the officers concerned. The transfer will at the same time be entered upon the proper card (Form 331), and the signed transfer receipt (Form 874-16) will be filed behind a guide card bearing the name of the officer to whom the property was transferred.

Nonexpendable and semiexpendable property will be listed on the same Form 874-16.

Temporary Transfers.

Property temporarily transferred between officers requires only that a receipt be taken on Form 874-16. The transaction will not be reported to the custodian unless the recipient fails to return the property within the time agreed upon, in which event a permanent transfer should be effected in the manner heretofore prescribed. Similar procedure will be observed when nonexpendable or semiexpendable property is furnished for temporary use by custodians to other members of the service.

RANGER'S RECORD

The copy of the Form 874-16 signed or initialed by the custodian will constitute the basis for the ranger's record of the property in his custody. Not less than once a year each ranger and all other subordinate forest officers will, by direction of the supervisor, submit to him in duplicate a signed list of the prop-

^aAmdt. No. 293, effective July 25, 1930.

erty in his custody. As soon as the correctness of the list is established both copies will be signed by the custodian, who will keep one and return the other to the ranger, when all previous forms relating to the account may be destroyed.

When there are differences between the nonexpendable property charged to the member and that shown on his inventory, he will be required to submit Form 858 for any missing articles unless the member is able within a reasonable time to locate them. If the inventory shows a surplus, the ranger will receipt for the surplus on Form 874-16. The forest custodian will receipt on Form 939, which form should be transmitted to the regional forester in duplicate.

Any discrepancies between the property accountability record and the inventory for semiexpendable property will be covered by explanations submitted in duplicate to the supervisor by members of the forest, including the custodian. If approved by the supervisor shortages will be written off the record both as a charge against the forest and the individuals concerned; surplus articles will be taken up on the cards. The duplicate copy of the explanation bearing the supervisor's notation of approval or disapproval will be returned to the member concerned.

In cases where the supervisor is custodian the explanations will be forwarded to the regional forester for action.

When notice of action on Form 858 covering property issued by a custodian to a ranger is received from the regional forester the custodian will prepare on Form 874-16, in duplicate, a list of all the articles in question. He will note on the form "Relieved—see Form 858, P. A. voucher ———," sign and forward the original to the ranger, and retain the duplicate in his file.

PROPERTY LOSSES

Nonexpendable.

Loss of nonexpendable property must be promptly reported on Form 858, in duplicate, when the member charged with it is satisfied it can not be recovered. The statement on the form must show (1) the circumstances attending the loss, damage, or destruction; (2) whether his fault or neglect or that of any employee was involved; and (3) if the property was lost or stolen, what action was taken to recover it. In all cases the date, or approximate date, of loss must be stated. Relief will not be considered unless the statement shows beyond doubt that every reasonable precaution had been taken to prevent the loss. Neither will the mere statement that property was transferred to another person without obtaining a receipt therefor be accepted as a satisfactory explanation of loss.

When tools or equipment are left for a time in unoccupied cabins it is required that reasonable precautions be taken to secure the articles against theft. When the property for which the custodian is accountable is lost by any other member than the one to whom it had been issued, the certificate on honor on Form 858 must be signed by the member in possession of the property at the time of loss, but the Form 858 should show also the name of the member to whom the property is charged on the custodian's record. Both copies will be forwarded to the custodian against whom the property is charged on the records of the regional forester. After satisfying himself by check that the property shown on the Form 858 is charged on his records to the member signing the form (or the member indicated thereon when lost by an employee other than the one to whom charged), the custodian will submit the Form 858 to the supervisor or other officer for proper authentication and for such further explanation as he may see proper to make in the space provided for on the form. The supervisor will forward both copies of the Form 858 to the regional forester.

The regional forester will, by indorsement in the space provided on Form 858, either relieve the member from or charge him with responsibility for the loss.

When the member is relieved from responsibility for the loss, the regional fiscal agent will credit him on the record and will so certify on Form 858.

When a member is charged with responsibility for the loss of property, the regional fiscal agent will enter upon the Form 858 the present value of the property. He will prepare a letter of transmittal (Form 861), sending the Form 861 and a memorandum calling attention to the charge to the member, keeping both copies of the Form 858 in a temporary file. The member will remit the value of the property to the regional depository through the regional fiscal agent accompanied by Form 861. Upon receipt of the remittance the regional fiscal agent will note the fact that deposit of the amount has been made on the original of the Form 858, will credit the member on the record, and send him the Form 858 with a certificate thereon that the necessary entries have been made on the property audit records to close the account.

Each nonexpendable article lost must be reported on a separate certificate of loss (Form 858); provided, however, that any number of articles lost at the same time or under the same circumstances will be included on one certificate (Form 858). Report of lost property will not be made on the same Form 858 with report of unserviceable property condemned or abandoned.

ANNUAL RETURN OF PROPERTY

Nonexpendable.

Annually, on December 31, a property return will be prepared on Form 330, in duplicate, by every custodian (clerk or supervisor) or member who is accountable for nonexpendable property on the records of the regional forester. On this return will be entered the articles and the number on hand, as shown on the last return, the articles and the number received by transfer or purchase since the last return, the articles and the number disposed of by transfer, by certificate of loss or of sale, and the balance on hand on the date of the return. There will also be entered the normal needs, the number available for transfer, or additional number needed.

After the return has been audited and corrected the two copies will be signed by the regional forester, who will keep the original, and send the other to the member making the return.

The regional forester may waive the making of the complete annual return for not longer than 5-year intervals, but an annual return must be made covering all articles in which there has been any change during the year in the number charged to the custodian.

Waiver of the annual return by the regional forester on the part of forest property custodians is also authorized in regions where an actual check of the regional office Forms 966 against the forest Forms 331 is had at approximately 18-month intervals. With the approval of the regional forester such checks will be conducted by the regional fiscal agent or his assistant on the occasion of administrative audit inspections.

Semiexpendable.

No property return is required for semiexpendable property, but at least annually an inventory will be submitted to the supervisor by each member of the forest, the custodian submitting inventory of the property in stock. The inventory will be accompanied by a statement in explanation of discrepancies between the inventory and the property accountability record. After approval by the supervisor of the articles reported short or surplus will be written off or taken up on the records, the member being relieved or charged accordingly.

Auditors when checking forest property will also examine semiexpendable records and property. The same detailed audit required in connection with nonexpendable property is not contemplated, but the auditor should give sufficient attention to the semiexpendable records to assure himself that the system of accounting for such property is being observed and also determine to a reasonable extent that the record is accurate and complete.

Destruction of Property Vouchers.

After the annual return is audited and brought into agreement with the regional office records, nonexpendable property vouchers for the period covered may be destroyed. When an annual return is not required property vouchers more than three years old may be destroyed provided the records of the custodian have been checked and found in agreement with the regional office records within the 3-year period.

Property vouchers for semiexpendable articles may be destroyed at the expiration of three years.

FINAL SETTLEMENT

Final payment for salary or reimbursement will not be made to members granted leave without pay, furloughed, or separated from the service by resignation or otherwise, who have been in any way responsible for public property until evidence is furnished to show that the property return of the outgoing officer checks with property on the ground. An executive officer making such certification without adequate assurance of the correctness of the return will be held accountable for discrepancies when discovered. In the final settlement of property accountability "temporary transfer" receipts will not be accepted. Credit will be withheld for property covered by temporary receipts until receipt for permanent transfer is presented. The executive officer in charge will be held responsible for notifying the regional fiscal agent before final payment of salary is made, and before final payment is made on reimbursement vouchers, October, 1930.

APPOINTMENTS ^a

SUPERVISORS AND OTHER FIELD OFFICERS

Supervisors and other officers of the national forest regions initiating appointment recommendations such as new appointments within their authority, as selecting officers, changes in effective dates, changes in names, and the like, not requiring administrative letters, will prepare Form 659 indicating the desired action. Reference should be made to the instructions and procedure for regional officers as given in the manual and the requirements set forth on the back of Form 659, and care taken to supply all the required data. In addition to the information called for on Form 659 in the case of employees furnished quarters, the gross salary, net salary, and the quarters deduction must be stated.

In all cases where administrative correspondence is required to accompany the recommendation to the Secretary the supervisor will submit three copies of such correspondence with the Form 659 or Form 41.

In cases involving routine action concerning the personnel of the national forest regions, such as listed in the foregoing, and in all cases affecting members of the experiment stations, Form 659 will go direct to the regional fiscal agent, for preparation of the recommendations. Regional cases necessitating administrative letters, such as promotions, disciplinary action, leave without pay, reinstatement, etc., will be submitted to the regional forester for approval before reference to the regional fiscal agent.

REGIONAL OFFICE

PROCEDURE

A memorandum prepared on Form 659 by the forest supervisor or other administrative officer indicating the action desired will serve as a basis for the preparation by the regional fiscal agent of letters (recommendation to the Secretary in quadruplicate). The original and two carbons undated, initialed by the regional fiscal agent and regional forester will be forwarded for the signature of the Acting Forester recommending to the Secretary the necessary action. The third carbon will be filed alphabetically in the waiting file until receipt from Washington of carbon copy showing the date and the stamped signature of the Acting Forester, which will be substituted for the copy in the waiting file. Upon return of the approved copy the copy in the waiting file will be dated, signature stamped, corrected if necessary, and forwarded to the supervisor. In the case of a regional office action, the extra copy will be destroyed.

Recommendations should always be written on letter paper headed "United States Department of Agriculture, Forest Service." In every case these letters should be typed with black record ribbon and good clear carbon paper used; also they should be prepared without date. When the notification of action signed by the chief, division of appointments, is received it will be forwarded to the regional fiscal agent and will constitute notice that the action recommended by the Forester has been taken.

Stereotyped or form reasons for recommended actions will be avoided; in each case the actual reason should be given, stated briefly and concisely, but including sufficient supporting data to indicate to a reviewing agency unfamiliar with conditions that the action recommended by the Forester and approved by the Secretary was entirely reasonable and in the interest of efficient administration.

Department Form 28 will be used to cover recommendations for promotions and Form 41 in all other cases.¹⁷⁴

RECORD SALARY CARD (FORM 21C)

Initial entries of all actions recommended will be made on a salary card, Form 21c, from the original memorandum, and as the approved completed

^a Amdt. No. 106, effective Jan. 1, 1928.

action is received from the Secretary of Agriculture, the entries will be checked, date of appointment, sheet and line number added and otherwise completed.

PERSONNEL CARD BY EMPLOYEES (FORM 23)

A personnel card will be prepared for each appointee and kept in an alphabetical file in the regional fiscal agent's office. This record will be a permanent history card of all appointees in the region, whether under a permanent or temporary appointment status. The record will show the name, title, salary, assignment, dates changes were effective, and such other information as may be considered desirable. In the case of employees furnished quarters it will also show the gross and net salary and the quarters deductions. This record will be maintained in two divisions, active and closed. When the appointment of an employee is terminated, an entry of the final action will be made and the card transferred from the active to the closed division.

TEMPORARY APPOINTMENT CARD (FORM 272)

A record of all temporary employees falling under Group 1 (classified) employed without formal appointment of the Secretary will be maintained on this card. No record will be kept of unappointed Group 3 (unclassified) employees unless specifically authorized by the Forester's office; similarly, no record will be kept of Group 2 (excepted) employees unless directed by the regional forester. The necessary data for the record of those temporary employees in Group 2 will be secured from pay rolls, service vouchers, and reimbursement vouchers. These forms will be filed alphabetically and the record maintained by calendar year.

Forms 23 and 272 constitute a complete record of the region personnel, exclusive of excepted and unclassified employees. Form 23 should be kept as a permanent record; Form 272 may be destroyed after three years but the monthly and annual reports will be retained.

PERSONNEL CARD BY POSITIONS (FORM 23A)

A card record of the positions in the region, by designations, will be kept in the office of finance and accounts as follows: Behind each designation guide card will be filed a card for each position, regardless of appropriations, showing the classification grade, name of appointee, date effective of appointment, rate of pay, and assignment. Where quarters are involved the card will show both the gross and net salary and the quarters deduction. In case of change the new appointee's name will be entered below, with the rate of pay, date effective, assignment, etc., and the card transferred to the proper alphabetical order of the new name.

REPORT ON VACANT POSITIONS

The regional forester will be furnished from time to time with a memorandum listing the permanent positions vacant, which memorandum will show the title, rate of pay, name of previous occupant, how and when separated and the forest or division to which last assigned. Care should be taken not to list as vacancies positions which have been discontinued.

TRANSFER OF SALARY CARDS

When any member is transferred from one forest to another, the individual salary card in the regional fiscal agent's office will show the change of assignment and will be filed in the division to which the transfer is made. A salary card will be prepared in red ink showing payments made by the former forest

during the fiscal year and will be filed alphabetically in the closed portion of the salary card record for that forest or section; if preferred, a "transfer card" may be prepared for each forest or section, using red ink, on which payments made transferred employees may be recorded, showing name, period, appropriation, and amount. When a member is transferred to another region or the Washington office a copy of the salary card showing previous payments for the fiscal year will be sent to the regional fiscal agent concerned, together with the summary retirement card (Form 108), leave, and appointment files.

PRIOR APPROVAL OF RECOMMENDATIONS

No appointment requiring the approval of the Secretary of Agriculture may be made effective until the recommendation for such action shall have been approved by the Secretary. Recommendations for appointment should therefore be submitted far enough in advance of the effective date to permit the securing of the Secretary's approval before such date.

Emergency Field Appointments.^a

Where it is necessary to fill a position before approval can be obtained through the usual procedure, regional foresters, the director of the forest products laboratory, forest supervisors and directors of experiment stations are authorized, through delegation of authority by the Secretary under the act of June 26, 1930 (46 Stat. 817), to employ persons for duty in the field service. This delegation of authority to employ is limited to initial appointments, including temporary appointment pending reinstatement; it does not extend to other appointment action, such as promotions, demotions, and separations. Officers acting in the place of the regular incumbent of one of the positions to which the authority is delegated may exercise the authority only during absence of the principal. Emergency appointments under delegated authority must be confined to urgent cases that will not admit of the delay incident to appointment by the Secretary.

These appointments will be reported to the Secretary, through the Forester, on department Form 80, prepared for the signature of the Acting Forester. There must appear on the form the name (not signature), title (regional forester, forest supervisor, etc.) and location (headquarters) of the officer making the appointment.

CHANGES IN DATE EFFECTIVE

If an appointee, either probationary or temporary, reports for duty before or later than the date recommended notice must be sent immediately to the regional fiscal agent so that an amended recommendation may be prepared as of the actual effective date. Similarly an amended recommendation should be submitted for changes in the effective date of separations.

No change in date of termination should be recommended, however, if the employee is dropped from the rolls at the termination of or during a period of furlough or leave without pay, if such furlough or leave without pay is a matter of record at the department.

No change in the effective date of a resignation should be made by any one other than the employee resigning. If for any reason it is desirable that the resignation be effective at a date other than the one submitted by employee a satisfactory statement for the Secretary's information should be made in the recommendation for its acceptance.

^a Amdt. No. 330, effective September 25, 1931.

RECOMMENDATION FOR APPOINTMENT

All recommendations for appointments should contain the complete information called for upon Form 659 as outlined on the back. Wherever possible, and when needed, the oath of office, personal history sheet, or declaration of appointee, or all of these papers, should accompany the original recommendation.

RECOMMENDATION FOR CHANGE IN NAME

Recommendations looking to changing the name of employees on the records of the department occasioned by error in the initial appointment, marriage, divorce, or otherwise will be submitted on Form 41. The "Date effective" space will be left blank on such recommendations. Upon marriage of female employees recommendation for change in name should be submitted promptly.

In cases where change in name is the result of divorce proceedings, copy of the court decree giving legal recognition to the change must accompany the recommendation.

RECOMMENDATION FOR ACCEPTANCE OF RESIGNATIONS

General.

Recommendations for the acceptance of resignations should be accompanied by the signed resignation of the appointee upon the standard form and the recommendation should state whether the resignation is voluntary; meaning literally or strictly voluntary. Where practicable, unless objections are raised by the appointee for personal reasons, statements of his future plans, including prospective salary, should also be given.

In Preference to Answering Charges.

When the separation of a permanent employee is necessary because of misconduct or inefficiency which does not justify his dismissal if he is willing to resign, he should be informed of the respects in which he is deficient, and at the same time, that before final action is taken he is entitled under the law to have charges preferred against him and an opportunity to answer them; that without prejudgment of the case the usual course of charges and answer will be pursued if he so prefers, but that, in view of his previous record, if his resignation is voluntarily tendered, its acceptance by the Secretary will be recommended; that, on the other hand, if he prefers not to resign he will not be prejudiced thereby; that a recommendation will be made to the Secretary that formal charges be preferred against him; and that if this recommendation is approved and such action taken he will have an opportunity to submit a full answer to the charges, the answer being considered on its merits by the Secretary before a conclusion is reached. If the employee resigns the reason may be given somewhat as follows: "This resignation is submitted in preference to answering charges which would otherwise be necessary because of the unsatisfactory character of the employee's services in the following respect," adding a concise explanatory statement and forwarding, in duplicate, all administrative correspondence in the case, including a memorandum of any conversation that may have taken place regarding the matter. Whenever practicable, the resignation should be made effective far enough ahead to enable the Secretary to consider the case before the date set in the resignation.

RECOMMENDATION FOR REINSTATEMENT

Recommendations for reinstatement will not state any effective date, since the reinstatement can not become effective until approved by the Civil Service Commission. They should be submitted well in advance, a margin of 30 days being given as an average time in which to allow completion of the action to approximate the date it is desired to have the appointee report for duty. The appointee should not commence work until the effective date of reinstatement is actually known, unless given a temporary appointment pending reinstatement.

Recommendations for reinstatement must be accompanied by Civil Service Form 1600, medical certificate, and will show name, relationship, and place of employment of any relatives of the proposed appointee in the Government service; in addition, the employee's efficiency rating must be given, also the amount of sick leave taken for a period of one year immediately prior to date of separation and the number of occasions granted. Recommendations for the reinstatement of a person based on military service must be accompanied by a photographic or certified copy of the applicant's military discharge.

RECOMMENDATION FOR DISMISSAL

When an employee is relieved from duty under Regulation A-7 with the probable view of recommending his dismissal, recommendation for suspension, for a period not in excess of three months, should be mailed to the Forester provided the date effective of the suspension is set sufficiently far ahead to enable the recommendation to reach Washington prior thereto. If there is insufficient time to forward the recommendation by mail, the Forester should be advised by wire, giving the date effective, reasons in full, etc., when the necessary recommendation to the Secretary will be prepared in the Washington office. In all cases where the formal recommendations are typed in the field the reasons should read in part somewhat as follows: "Pending submission of charges for his removal from the service because of failure to take prompt action in case of fire, etc., etc. The entire record in the case will be forwarded from the district as soon as the necessary investigation is completed."

The charges against the employee together with the record in the case, in duplicate, should be forwarded to the Forester at the earliest practicable date with a brief administrative letter; the necessary letter transmitting the papers to the Secretary will be prepared in the Washington office. Upon review by the department a letter of charges is prepared in the Secretary's office and forwarded to the employee through the Forester. It is not until after receipt of the employee's reply that the Forester specifically requests the Secretary, by letter, to approve the dismissal, the date effective of which is set by the Secretary.

PROBATIONARY REPORTS

A report on Form 17 covering the service of each probationary appointee is required by the Secretary's office one month prior to expiration of the probationary period, as outlined in paragraph 423 of the administrative regulations, the report to be submitted to the Forester's office in duplicate. Junior foresters, junior range examiners, silviculturists, associate forest ecologists, wood technologists, engineers and chemists in forest products, assistant physiological plant anatomists, taxation economists, logging engineers, and forest rangers are required to be in a probationary status for 12 months from the date effective of appointment; reports in such cases should reach the Secretary's office promptly at the end of the eleventh month. All others are appointed under a six months' probationary status, the reports being due in the Secretary's office at the close of the fifth month. Unless an adverse report is made, the probational appointment automatically becomes absolute at the end of the probationary period.

The report shall contain a specific recommendation under "Remarks" for or against absolute appointment.

An appointee granted leave without pay or furlough during the probational period must work additional time to cover such leave without pay or furlough; in other words, his probational period is extended for the amount of leave or furlough granted.

When an employee leaves the service during probation and is later reinstated it is necessary that he complete the unfinished portion of the probational period.

Where a temporary appointment pending reinstatement is made the unfinished portion of the probationary period counts from the beginning of the temporary appointment.

A promise card record should be kept in the district and field offices so that probationary reports will be promptly submitted when due, filing the cards sufficiently ahead of the due date to permit of the reports reaching the Secretary's office on time.

TERMINATION OF APPOINTMENT FOR UNSATISFACTORY SERVICE

Probational.

Under no circumstances will probational appointees be retained in the service after expiration of the probationary period when their services have not been satisfactory. Supervisors and others must notify such an appointee in writing of their intention to recommend to the Secretary the termination of the probationer's appointment, stating therein the reasons and the date effective. A copy of such letter must accompany the recommendation. It is not required that this notice give the employee an opportunity to reply; if a reply is voluntarily made, it should form part of the correspondence which accompanies the recommendation. Recommendation for the termination of a probationary appointment must also be accompanied by an adverse probationary report, unless the appointment is to be terminated prior to the date the report is due. The recommendation must always be submitted far enough in advance to allow the Secretary to take action and for notification to reach the employee before the date effective. Such notifications will be forwarded by wire by the Secretary's office in emergency cases.

The probationer may be given the option of resigning in preference to having his appointment terminated by the Secretary, provided the unsatisfactory services rendered were not of a character which would obviously render the employee unfit for employment elsewhere in the Government service, but the exact nature of the unsatisfactory service will be clearly set forth in the recommendation for acceptance of the resignation, and in the probationary report also if one is submitted.

Temporary.

Recommendations for termination of temporary appointment because of misconduct or unsatisfactory service will contain a concise explanatory statement setting forth the particular respects in which the services have not been satisfactory.

CHANGE OF ASSIGNMENT

Within the Service.

When members are transferred from one forest to another, or between forests and regional office, the regional fiscal agent will be provided with Form 659 covering such an action and giving the date the transfer is to become effective, copy of the Form 659 being forwarded to both units concerned. For pay-roll purposes the regional fiscal agent will notify the forest to which transfer is made as to the employee's exact title, date of appointment, sheet and line number, rate of pay and roll, and whether retirement deduction should be made. The leave record card and approved applications will be forwarded to the forest to which transfer is made by the supervisor of the forest the employee is leaving.

Changes of assignment will be reported currently to the Forester by the regional fiscal agent as soon as the transfer is consummated and should show name and salary of previous incumbent. For rangers the ranger district should also be given.

Outside the Service.

In case of transfer from the Forest Service to another bureau in the department, the employee's leave record card and approved applications for the current year should be forwarded to Washington for transmittal to the proper bureau. In case of transfer from the Forest Service to another department, the Forester should be advised by letter of the amount of leave granted the employee during the current year for the information of the department to which transferred.

ELIGIBLE LISTS

General.

All eligible lists are confidential and should not be handled by any but the proper officials. The lists should be kept in a safe place and not retained longer than necessary.

Eligibles should be considered in the order in which listed, but if selection is not made in the order of the list an explanation should be submitted with the recommendation for appointment; this is particularly necessary when war-veteran eligibles are involved. When a rehabilitated veteran is passed over, it must be shown that employment in the service would be injurious to himself or the service.

All probationary appointments to classified positions must be made from civil-service lists of eligibles. If no eligibles are available, authority may be secured to appoint pending certification of eligibles.

When recommending temporary appointment pending certifications of eligibles to the following positions under the civil-service district system, Form 375 must accompany recommendation and will be retained by the district manager: Forest clerk, engineering draftsman, road foreman, blue printer, telephone operator, and a number of positions at the Madison Laboratory.

The positions not under the district system for which Form 375 is required are listed in circular Miscellaneous 0-107 of March 3, 1921.

A temporary employee, appointed to a position pending the certification of eligibles, should be urged to enter the examination for that position at the first opportunity.

Eligible lists for permanent appointment to clerical, engineering draftsman, road foreman, telephone operator, blue printer, messenger, and messenger-boy positions will be secured from the civil-service district manager through the regional fiscal agent's office, request for certification being made on Form 1-ap. Eligible lists for all other positions will be secured from the Civil Service Commission at Washington by the regional office through the Forester, and forwarded to the field when necessary.

Reports on eligibles furnished by the district manager should be made on the forms (1844b) supplied by him with the certification. When returning civil-service certificates secured through the Washington office a complete report should be made in letter form of those certified, declinations being attached.

Job Employment Under Civil-Service District System.^a

Recommendation for temporary job employment in a classified position under the civil-service district system for a period of over 30 days but not exceeding three months will be made in a manner similar to permanent appointments by recommendation through the civil-service district manager. The appointee must be selected from the list of temporary eligibles obtained from the district manager. If no local eligibles are available the district manager will authorize appointment of a qualified person outside the register. With the prior approval of the Civil Service Commission, obtained through the district manager, such temporary job employments may be extended for an additional period of not more than three months. Requests for extension must show the necessity therefor and a definite date for completion of the work. The recommendation for extension is required to be submitted in advance of date of expiration of the authorized period.

Job Employment Not Under Civil-Service District System.

Recommendations for temporary job employment in classified positions not under the civil-service district system (except at the forest products laboratory, for which the commission's approval is required) will be made under the commission's authority of February 4, 1926, for periods not in excess of three months. For employment in excess of three months, but not exceeding six months, prior approval of the commission must be obtained.

Vocational Trainees.

When the service undertakes the training of any person whose rehabilitation is requested by the Veterans' Bureau, a formal recommendation for the trainee's appointment, without compensation, must be submitted giving all the information listed in Department Circular 123, dated August 25, 1924.

Forest Ranger Eligibles.

Certificates on which all ranger eligibles are listed are issued by the commission as soon as the examination papers are graded. A separate certificate is issued for each national forest headquarters at which examination was held and this certificate lists in the order of their ratings the eligibles who are legal residents of the State or States in which the national forest is situated, and who took the examination at that forest headquarters. Whenever any forest certificate contains less than three names the selecting officer may make a group of three by drawing the highest name or names from the certificate of any other forest within the same State. In addition to the certificates for the individual forests within the State a supplemental certificate is issued for each State, and this gives the names of all the nonresident eligibles who took the examination within the State for which the certificate is issued. This constitutes an auxiliary register, and selection will be made from it only after all the eligibles on the individual forest certificates have been considered in accordance with the civil-service rules.

If an eligible refuses to accept an offer of permanent employment on the forest for which he was certified, he need not be considered further. If no vacancy exists on the forest for which he was certified and his name is considered without selection in connection with the filling of three vacancies on other forests, he need not be considered further for employment on any other than the forest for which he was certified. Preliminary notice of cases of elimination for refusal to accept appointment will be given at once to the Forester through the re-

^aAmdt. No. 331, effective September 25, 1931.

gional forester. Also when an eligible has been eliminated by three considerations a report will be sent the Forester showing the three groups of three with which considered. When it has come to the knowledge of the Forest Service since the date of the examination that an eligible was dismissed from the public service within one year next preceding the date of his application; that he is physically or mentally unfit for the position for which he applies; that he has been guilty of criminal, infamous, dishonest, immoral, or notoriously disgraceful conduct; that he intentionally made a false statement in any material fact or practiced any deception or fraud in securing examination, registration, or certification; or that he habitually uses intoxicating beverages to excess, his name may be passed over temporarily, pending the decision of the commission as to the validity of the objection, but the facts must be reported at once to the Forester through the regional forester. In such cases the examination papers must accompany the regional forester's report.

A report on the unappointed eligibles, not previously accounted for to the Washington office, will be required each year shortly before the new register is issued. This report should give the certificate number, name of the unappointed eligibles, and a statement showing whether they declined, failed to reply to a tender of appointment, could not be located, are undesirable (detailed statement necessary in such cases), eliminated by three considerations, no vacancy available, etc. When eliminated by three considerations it is necessary to give names of the eligibles with whom considered and the numbers of the certificates on which listed.

EMERGENCY EMPLOYMENT IN CLASSIFIED POSITIONS

A person may be employed in a classified position in an emergency for periods of 30 days or less, without formal appointment. Local eligible lists should be consulted if any are available, but such employment may be made outside of civil-service lists when administratively desirable, provided there are no immediately available eligibles. A report must be promptly submitted to the regional fiscal agent on cases falling under the civil service district system, giving the name, title, salary, date effective, probable period of employment, and duties. The regional fiscal agent will report at once to the district manager of the appropriate civil-service district, on Form 4-ap for those employees not on a civil-service list and on Form 3-ap for those employed from local lists, which reports will state, in addition to the information called for on the forms, the approximate period of employment. When extension of the appointment beyond a period of 30 days is necessary, the regional fiscal agent will request authority for such extension from the district manager; when practicable this authority will be obtained before the expiration of the 30-day period. Form 2-ap is designed for use in requesting authority for extension.

The regional fiscal agent will make partial entry on card Form 272 and will place it in the classified portion of that file, the voucher examiner completing the entry when the salary voucher is received.

REPORTS ON UNAPPOINTED TEMPORARY EMPLOYEES IN CLASSIFIED POSITIONS

The employment of unappointed employees under Group 1 (classified positions) will be reported in duplicate monthly to the Civil Service Commission through the Forester on the appropriate form of report for temporary unappointed employees. Prior to transmission to the commission the regional reports will be combined in the Forester's office into one report for the service, and therefore it is important that they be uniformly prepared.

LEAVE WITHOUT PAY

Leave without pay may be approved by the regional forester for periods not exceeding 30 consecutive days in a calendar year; also for further nonconsecutive periods of 6 days or less not exceeding an additional 30 days in the aggregate. The regional foresters may extend this authority to forest supervisors and other chiefs of field stations. Requests for leave without pay for a period of more than 30 consecutive days, or for a short period of not to exceed 6 days if approval of the request would result in the granting of more than 30 days' consecutive leave without pay or more than 60 days during the calendar year, must be made in the form of a recommendation setting forth the reasons for the leave prepared by the regional fiscal agent from information reported on Form 659. The Form 659 should be accompanied by the application or applications on the regular leave form, initialed by the time clerk, showing pro rata deduction from annual leave not already taken and the amount of previous leave of all classes taken during the calendar year. The applications will not accompany the formal recommendation when transmitted to the Forester.

^a All requests for leave without pay on account of sickness when submitted to the regional forester must be accompanied by a leave slip signed by the attending physician. Extensions of leave without pay because of sickness must be accompanied by an additional leave slip for the extended period and be signed by the physician. As provided in the preceding paragraph, these slips will not be forwarded to the Forester.

When leave without pay is granted for 30 days or less and application for extension is made, which in the aggregate will exceed 30 continuous days, formal recommendation to the Secretary is required. The period of leave should begin with the date leave was first effective and the explanation made that part of the leave was granted by the supervisor, or other administrative officer, prior to application for extension.

Recommendations for leave without pay beginning on a Monday or a day following a holiday must state whether the employee was on duty on Saturday or the day immediately prior to holiday; if employee was not on duty those days, leave without pay must begin on Sunday or the holiday.

Restoration Following Absence Close of Preceding Year.

An employee on leave without pay at the close of December may not be paid for a period of absence in the new calendar year until after return to actual duty. Upon return to duty the previous period of absence without pay within the new calendar year may be converted to leave with pay to the extent that leave with pay will be earned during the remainder of the year, and payment made therefor. Recommendation for restoration to duty in these cases will show as the effective date the date from which payment is to be made, but will also bear a notation showing the date of actual return to duty and that the intervening period is covered by annual and sick leave. Recommendation for restoration to duty may be forwarded in advance of the actual return to duty, if the date of actual return is definitely known, but payment for the period of absence that is converted to leave with pay can not be made until after actual duty is resumed.

* Amdt. No. 225, effective October 16, 1929.

ANNUAL REPORT OF LEAVE FOR SECRETARY'S OFFICE

On or before January 15 supervisors will prepare and forward to the regional fiscal agent a report in duplicate on Form 37, showing the name of employee, and the total amount of annual leave, sick leave, and leave without pay in days and hours granted to each during the preceding calendar year; also the amount of annual leave earned, and date of appointment, separation, or transfer if within the year. The report of leave taken by members of the regional office will be prepared by the regional fiscal agent. All of the reports for the region will be assembled by the regional fiscal agent and after being checked for compliance with legal requirements and departmental regulations, will be forwarded to the Forester in time to reach his office not later than January 31.

The leave record for members of the regional office will be kept in the regional fiscal agent's office. Field records will be kept in the forest and experiment station offices.

PROMISE CARDS

A promise card record should be kept in the regional fiscal agent's office showing the date of expiration of all temporary appointments, furloughs, leave without pay, and probationary periods, in order that the necessary action may be taken at the proper time.

FILES

The appointment files of the regional personnel shall be kept alphabetically in the regional fiscal agent's office. These files will be divided into two classes, active and closed.

All papers relating to any appointment action of an individual will be filed in that appointee's individual folder.

SERVICE RECORDS AND PROCEDURE

The Washington office of finance and accounts will review the recommendations to the Secretary of all regions for new appointments, promotions, separations, leave without pay, etc., for completeness, accuracy, and strict compliance with department administrative regulations, Secretary's orders, and civil service rules; also see that they are in keeping with informal verbal and telephone advice of the different offices and agencies having control of appointment matters.

The Washington office will maintain a complete alphabetical history card record for all members of the Forest Service, active and inactive; also a card record for the service personnel by classes, grades, and districts. In addition to appointment status, these records will show whether separation was voluntary or involuntary. Further records will be maintained in the case of resignations to accept other work, resignations for cause, dismissals, and retirement for age and disability.

Requests for certification of eligibles and subsequent actions relating thereto will be handled by the Washington office in accordance with the recommendation of the regional forester or director of the Forest Products Laboratory, except with respect to positions falling under the civil service district system, in which event the regional fiscal agent will communicate directly with the district manager concerned. Other dealings with the Civil Service Commission will be similarly conducted, including recommendations relating to examination announcements, changes in questions, subjects and weights, transfer of eligibility between certificates, extension of eligibility, etc.

RETIREMENT^a

APPLICATION FOR ANNUITY

Retirement for Disability.

Application for retirement on account of total disability should be made on Form 3-R4 and must be accompanied by certificate of applicant's physician and statement of the applicant's superior officer, in accordance with Department Circular No. 96 of March 7, 1922. Applications must invariably be sworn to before a notary public or other officer with an impression seal. Before final action is taken the department will request a report on department Form Appt. 18, "Final report on applications for retirement on account of disability." The statement of leave thereon will cover the current and immediately preceding calendar years. This form will be signed by the regional fiscal agent and will not be forwarded until requested.

An employee who has resigned or been dropped from the rolls because of total disability and has had the five years' service required for retirement may file application for disability within six months after date of separation. Claims filed after that period of time must necessarily be disallowed.

Retirement for Age.

Application for annuity may be executed 30 days or more before claimant reaches retirement age and should be filed on Form 3-R1. (See "Attainment of retirement age.") No entries will be made on the third page of this form, this page being completed in the division of appointments. Application will be reviewed for correctness of preparation and promptly forward to the Washington office. When final salary payment is made a statement of retirement deductions made during the current fiscal year will be sent to the Forester together with recommendation for the termination of applicant's appointment. If the annual report of deductions for the previous fiscal year has not been submitted, the statement will show also the deductions for that year.

Application must be sworn to before a notary public or other officer with an impression seal.

An employee who has rendered at least 30 years' service, computed in accordance with the retirement act, may at his option apply for retirement on an annuity after attaining an age two years under the retirement age applicable to his position.

Optional Basis of Annuity.

In the application for retirement on account of either total disability or age, the applicant may elect to receive (a) a life annuity under provisions (1) and (2), section 4 of the act, with refund to his estate of the balance to his individual credit in the retirement fund in case of death before receiving in annuities purchased from his contributions an amount equal to the total amount to his credit at time of retirement; or (b) an increased annuity of equivalent value, in consideration of which the applicant agrees to the forfeiture of any unexpended balance to his credit at the time of death.

^aAmdt. No. 332, effective September 25, 1931.

DEDUCTIONS, REGULAR EMPLOYEES

Under the retirement act, approved May 22, 1920, as amended, deduction of 3½ per cent is required from the basic salary of each employee coming within the provisions of such act or amendments. This deduction is made from each salary payment by the regional fiscal agent. On the 15th and last days of each month the regional fiscal agent will, in accordance with General Accounting Office Regulation No. 54, dated July 6, 1926, and Supplement No. 3, dated July 27, 1931, draw a check payable to the regional depository for the amount of the deductions and any collections made by him on account of the retirement fund, depositing the check in the regional depository to personal credit in the appropriation "OT843, Civil-service retirement and disability fund."

The provisions of the original act have been extended through amendments to include *unclassified* employees appointed on a permanent basis (1) in all cities and establishments or offices in which appointments are made under labor regulations approved by the President, (2) from subclerical or other registers for the classified service, and (3) transferred from classified positions. An employee affected by these amendments desiring credit for service from August 1, 1920, the date the original act became effective, to the date the amendments became operative, should make application for such service credit on Form 3-R32 and forward it through the regional fiscal agent to the department. Before such credit will be allowed the employee must deposit in the retirement fund a sum equal to the retirement deductions applicable to his basic salary during the period for which such credit is claimed plus interest, in accordance with the retirement act. This deposit may be made in installments, in amounts and under conditions determined by the retirement subdivision of the Veterans' Administration in each instance.

Employees appointed to positions not within the purview of the retirement act are not subject to its provisions, and retirement deductions will not be made in such cases. An employee transferred to such a position from a classified position or unclassified position within the act is entitled to refund of the amount credited to his individual account, together with the accumulated interest thereon.

Errors in the amount deducted for retirement from salaries of employees still in the service will be corrected in subsequent pay rolls, as explained under "Correction on pay vouchers of errors in previous salary payments." Over-

* Amdt. No. 53, effective April, 1927.

deductions discovered after an employee leaves the Forest Service may also be corrected by such voucher. Collections on account of underdeductions discovered after the employee leaves the Forest Service or is transferred to another region will be forwarded to the regional fiscal agent for deposit, as explained in the instructions for receipts.

The regional fiscal agent will when practicable adjust the retirement fund in all cases through his disbursing account records and the monthly list of retirement deductions. When impracticable to effect adjustment through the disbursing records, he will request the General Accounting Office to make the adjustment.¹⁷⁵

DEDUCTIONS, COOPERATIVE EMPLOYEES¹⁷⁵

If an employee is furloughed and assigned to work under cooperation with a State or municipality, his salary for the time will be paid by the cooperating agency direct. As a rule the rate of pay in such cases is the same as that received from the Government.

In such cases the retirement deduction should be either (1) withheld by the cooperator from the salary payment and remitted to the regional fiscal agent, or (2) the salary paid in full to the employee and the retirement amount remitted by him to the regional fiscal agent. Such retirement collections will be deposited in accordance with the instructions under "Receipts" and covered into the retirement fund through the regional fiscal agent's disbursing account. The amount of the deduction will be computed on the basic rate of the employee's Government salary.

Where current collections for retirement are not made, the amount may be deducted from the first Federal salary payment after restoration of the employee to Government pay status. Current collections should be made where possible to obviate the separate interest computations necessary in the case of collections not made regularly.

In cases where payment is made by the cooperator for part of a month and by the Government for the remainder, the full amount of the retirement may be deducted from the Government payment.

REPORT OF COLLECTIONS AND OF DEDUCTIONS NOT MADE CURRENTLY¹⁷⁵

A report to the chief, division of appointments of the department will be made by the regional fiscal agent for—

1. All retirement deduction amounts deposited by or for employees on account of cooperative salary, whether made currently (each month), at the termination of the cooperative assignment, or otherwise.

2. Deductions from Government salary checks on account of cooperative salary, when such deduction is not made currently. (This would apply to cases where the employee fails to make the monthly deposit and deduction is made from the first salary check after his return to Federal pay status.)

The report will show (1) for collections the depository in which deposit is made, with certificate number and date, or, for belated deductions, the number and date of salary check from which deduction is made; (2) name of employee; (3) rate of salary; (4) period covered; and (5) amount of collection or deduction.

No report is necessary where part of the salary for a month is paid by the Government and deduction for the full amount of the retirement made from the Federal payment.

The payment of the retirement deduction allows the employee credit for the time spent in a cooperative status at the instance of the Forest Service as though he had never been detached from the Government pay roll.

SUPERVISOR'S PROCEDURE AND RECORD

Retirement deductions will be entered separately in the column provided therefor on individual salary sheets, Form 19-i, when pay vouchers are submit-

ted for settlement. On Form 79 a-b retirement deductions and the amount of salary actually paid the individual will be combined and entered in one sum. Retirement items will be treated similarly on the voucher register, project accounts, and other records.

REGIONAL FISCAL AGENT'S PROCEDURE AND RECORD

A record of retirement deductions will be maintained on the individual salary card, Form 21c, as payments are made.

At the close of a fiscal year these data will be transferred to the retirement record sheets (Form 108), such a sheet being maintained for each employee coming within the act to whom the regional fiscal agent made salary payments, regardless of whether or not the employee is a member of the region organization. Changes in salary status, amount paid, quarters deduction, period of furlough or leave without pay, and resulting deductions in pay will also be recorded on the summary retirement sheet. Salary payments made to a region member by a regional fiscal agent of another region or by the departmental disbursing clerk will be recorded on the retirement sheets in the same manner as payments made by the regional fiscal agent of the region, but in addition notation should appear in the "Remarks" column showing the name of the disbursing officer who made the payments. In order to provide for such entries, the data necessary will be recorded on the individual salary card (Form 21c) upon receipt of the "paid" Forms 79a.

The total amount of deduction for retirement each year will be entered on Form 108 in column headed "Salary withheld—Retirement." A memorandum entry will be made at the left of the "Remarks" column, showing the amount of tontine deduction (\$1 for each month or major fraction) included in the total retirement deduction withheld.

The retirement sheets will be checked annually to see that the net amount paid, plus amounts withheld for retirement and quarters, plus the amount deducted for leave or furlough without pay, equals the total amount for the fiscal year (or portion, if less than a full year) at the gross salary rate (or rates) in effect during the period.

SEPARATION FROM SERVICE

Upon separation from the service by resignation, termination of appointment, or otherwise, except when retired under the act, Form 3-R6 will be forwarded by the regional fiscal agent to the employee, accompanied by a letter of instructions, upon which form application will be made for refund of the retirement deductions made from his salary. The applicant will fill out the first page of the form only and must sign his name in full (Christian name, middle initial, and surname); applications on which the employee's initials only are given will not be accepted by the Commissioner of Pensions. Applications may be sworn to before (1) a notary public or other officer with an impression seal, (2) a postmaster, provided cancellation stamp is used, and (3) any administrative officer of the Government authorized by statute or regulation to execute documents in connection with departmental matters. There may be occasional instances where it is impracticable to execute the form before one of these officers. In such cases the form may be sworn to before a forest supervisor or principal clerk of a National Forest, showing the name of the forest to which the supervisor or clerk is assigned. This procedure should rarely be necessary, as in most cases one of the officers hereinbefore named may be reached as readily as the supervisor or clerk of a forest.

All three copies of the "certificate of administrative officer," pages 6, 4, and 2, of the application, will be left blank for completion in the division of appointments. In case entries should inadvertently occur on these pages the application should be canceled and a new blank furnished the applicant for execution.

Before making payment of the last salary due the regional fiscal agent will determine that there is on file a Form 30, showing satisfactory settlement of financial obligations to the Government. After payment of the last salary, proper record will be made on the individual's retirement sheet. The department master retirement card will then be completed and forwarded to the Forester, accompanied by the executed application Form 3R6. When there is unusual delay in submitting the application, the master retirement card will be forwarded without waiting for the application, accompanied by a statement advising that the application has not been received.

Payment of the amount due, including interest, will be made by the Commissioner of Pensions, Washington, D. C., who should be kept advised by the employee of any change in post-office address and to whom any future correspondence regarding delay in receiving check or otherwise should be addressed.

When an employee leaving the service is indebted to the United States for Government property for which proper accounting has not been made, or is in arrears in other respects, the amount due the Government will upon request of the Forest Service, subject to approval of the Comptroller General, be deducted by the Bureau of Pensions from the refund of retirement deductions. When a deduction is to be made for lost property the regional fiscal agent will address an appropriate letter to the Comptroller General containing an itemized list of each article unaccounted for and the value of the same. These letters will be submitted to the Forester in quadruplicate with the application and other papers, one copy being signed in addition to the original. If deductions is recommended for other causes, a letter to the Comptroller General with three carbon copies, one signed, fully detailing the facts, is required. Whenever practicable a signed statement from the employee acknowledging the indebtedness and authorizing deduction from the refund due him should be submitted, and if such an authorization can not conveniently be secured the appropriate administrative officer must certify that ample opportunity was given the employee to adjust the account.

An administrative report from the department that a former employee is indebted to the United States on account of damage done by him to Government property is sufficient to authorize the Bureau of Pensions to withhold retirement deductions otherwise due pending the filing of a claim by the employee in the General Accounting Office.

Involuntary Separation, After 15 Years' Service.

An employee 55 years of age or over, who has had not less than 15 years' service, upon involuntary separation from the service (not by removal for misconduct or delinquency) may be paid (a) the total of his deductions with interest, (b) an immediate reduced annuity having a value equal to the present worth of a deferred annuity beginning at retirement age, or (c) a deferred annuity to begin at retirement age. An employee 45 years of age or over, and less than 55 years, separated under these conditions may choose either (a) or (c); or he may elect to receive upon attaining the age of 55 years an immediate annuity as provided in (b).

REENTRANCE IN SERVICE ¹⁷⁵

Upon reinstatement, reappointment, or retransfer to positions coming within the purview of the act employees who have received refund or retirement deductions and accumulated interest, desirous of availing themselves of the benefits of the act (retirement on annuity), must redeposit the full amount refunded. Failure to make redeposit would entitle the employee, upon separation from the service because of age or disability, only to refund of the deductions made from salary from the date of reinstatement, reappointment, or retransfer, plus interest thereon. Redeposit is not required coincident with reentrance in Government service. It may be attended to at any time prior to retirement; however, if done later, the employee must pay interest from the

date of reemployment in addition to repaying the deductions and interest withdrawn. The redeposit may be made in installments in amounts and under conditions determined by the Commissioner of Pensions in each instance.

Where application for service credit covers a period of service for which refund has been made, the form (No. 3-R32) will show the claim number, amount certified, amount of interest, and date paid, this information being supplied by the regional fiscal agent from the retirement record sheet. (Form 108). Where the application covers a period of service for which deductions were not made, as in the case of temporary employment, the regional fiscal agent will submit with the application a statement showing by fiscal years the rates of pay and amounts paid.

CLAIMS OF LEGAL REPRESENTATIVES OF DECEASED EMPLOYEES

In case of the death of an appointee, and upon payment of last salary due to the person entitled thereto, a Form 3-R15 should be sent the beneficiary or administrator for execution, accompanied by a letter of instructions.

The signed Form 3-R15 and the department master retirement card when forwarded to Washington will be accompanied by a certified or photographic copy of the death certificate. The administrative officers' certificate appearing on pages 3 and 5 of the form will be left blank for completion in the division of appointments.

Claims due estates of deceased employees and payable to executors, administrators, or guardians, and accounts in favor of trustees, must be accompanied by certified or photographic copies of letters testamentary, of administration, or guardianship or of trusteeship, unless such papers were filed with the regional fiscal agent and used in connection with unpaid salary. A claim not exceeding \$1,000, including accrued interest due an estate of a deceased employee who died intestate, and for whose estate administration is not required by the laws of the State in which the employee maintained his domicile at the time of death, may be paid by the Pension Office after the expiration of 30 days from date of death to the legal representative of the deceased upon satisfactory evidence, under oath, as to the relationship of the payee to the deceased and as to the condition of the estate.

TRANSFER OF EMPLOYEES BETWEEN REGIONS AND OTHER BUREAUS AND DEPARTMENTS

When an employee is transferred from one region to another or to the Washington office, the regional fiscal agent of the region from which transferred will, after final salary payment has been made and the necessary entries posted to the retirement record sheet, forward the sheet, together with the master retirement card, to the regional fiscal agent of the region to which transfer is effected. In the case of transfer to other bureaus and departments, the master retirement card will be brought up to date and transmitted to the Forester, the retirement sheet, Form 108, being retained in the regional fiscal agent's office.

ATTAINMENT OF RETIREMENT AGE

On April 1 the Forester will submit to the division of appointments a list of employees reaching retirement age during the last six months of the current calendar year, and on October 1 a list of employees reaching retirement age during the first six months of the following calendar year. These reports will be prepared by the regional forester and forwarded to the Washington office not later than March 10 and September 10, in duplicate on department form, "Eligibility for retirement," the carbon copy to be initialed by the regional forester; the reports will state specifically whether the employee is recommended for retirement or continuance in the service. If continuance is proposed, the administrative reason for such action must be fully explained. When retirement is proposed it is necessary to show whether the action is agreeable to the employee; if not agreeable, the employee's physical or mental inability, or both, to perform his work satisfactorily must be established.¹³⁷

In cases where retirement is recommended, 60 days before the employee reaches retirement age he will be formally notified of the contemplated action by the chief, division of appointments through the Forester. Such notification will be accompanied by "Application for annuity," Form 3-R1.

In cases where continuance is recommended the Forester will, within 30 days before the employee reaches retirement age, submit to the division of appointments a certificate of continuance on standard Form 38, in quintuplicate, accompanied by Civil Service Commission Form 2324, "Record of efficiency," with medical certificate on the reverse side. The reason for continuance must show in effect that because of his or her efficiency and willingness to remain in the civil service of the United States the continuance of employee therein would be advantageous to the public service. Form 38 will be signed by the acting Forester and Form 2324 by the regional forester and examining physician. The forms should be forwarded to the Washington office approximately 30 days before employee reaches retirement age.

A promise card record will be maintained showing the name of employee, date of birth, date the employee reaches retirement age, and, in cases of continuance in the service, the date on which continuance expires. The cards will be filed sufficiently ahead of the due date to insure the reports reaching the Secretary's office on time.

EMPLOYMENT OF RETIRED EMPLOYEES IN EXCEPTED POSITIONS

A retired civil employee may lawfully be reemployed without relinquishing his annuity in any position which does not come within the purview of the retirement act, such as forest guard, patrolman, lookout man, etc." ¹³⁷

SERVICE PROCEDURE AND RECORDS

The Washington office of finance and accounts will issue general instructions and conduct such current correspondence regarding matters of retirement procedure and records as may be necessary to the proper and efficient conduct of the work; the office will also take up personally with the Office of the Secretary, the Commissioner of Pensions, or other agency located in Washington questions pertaining to individual cases whenever the circumstances require.

The Washington office will review as to form and completeness all retirement reports and applications received from the regions relating to (1) eligibility for retirement, (2) certificate for continuance in the service, (3) applications for service credit, (4) applications for annuity, (5) applications for retirement on account of total disability, (6) applications for refund of retirement deductions, (7) claims of legal representatives, and (8) other similar forms.

CORRESPONDENCE AND FILES

CORRESPONDENCE

Address.

Correspondence issued by the office of finance and accounts for the regional fiscal agent of the region will be addressed to the regional forester under the designation of the accounts office. The chief of the office will sign such correspondence, except letters dealing with important questions of policy or special cases which in his judgment should be signed by the Forester or Acting Forester.

Correspondence issued by the regional fiscal agents for the Washington office of finance and accounts will be addressed to the Forester under the designation of the office of finance and accounts. With the concurrence of the regional forester, the regional fiscal agent will sign such correspondence over his official title dealing with transaction or procedure relating to the current operation of the office; all other Washington correspondence will be signed by the regional forester.

Correspondence issued by individuals and supervisors for the office of finance and accounts will be addressed to the regional forester under the designations of the office of finance and accounts. Correspondence issued by the regional fiscal agent for individuals, supervisors, and others will bear the designations of the office and be signed by him over his official title, except in the case of letters which, in the judgment of the regional fiscal agent, are of sufficient importance to require the signature of the regional forester.

Form and Form Letters, Use of.

The use of mimeographed or printed forms and form letters is recommended whenever practicable in connection with receipts, appointments, vouchers, property accounting, and other current activities of the office of finance and accounts in its relation with the forest and other units of organization of the service.

Such letters save time, develop uniformity, and tend to expedite the work of the office.

Revision of.

The Washington office of finance and accounts is charged with the responsibility of devising and keeping up to date all accounting, fiscal, and related forms and form letters; the regional fiscal agents and others concerned will submit appropriate recommendations along this line.

Copies of Circulars of Instruction to Washington.

Copies of circular letters involving interpretations or amplifying instructions concerning activities under the direction of the office of finance and accounts will be sent to the Washington office where they will be reviewed for correctness of subject matter.

Dates.

It is important that all communications as well as statements, reports, etc., be appropriately dated. The date is very essential when occasion arises to refer to past records.

The office receipt stamp should be impressed on all incoming papers which form a part of the permanent records of the regional fiscal agent's office. This excludes vouchers, Form 861, and the like.

FILES

The Washington and regional offices of finance and accounts will maintain their own files, following the procedure prescribed by the National Forest Manual, "Administration" section, under correspondence and files, using the designations established in the standard filing scheme.

All money papers, and other valuable and important records and equipment, will be placed in the safe at night for safe keeping. Confidential papers will be kept in the safe or locked files.

APPENDIX NO. 1

PROPERTY CLASSIFICATION

EXPENDABLE

SEMIEXPENDABLE

NONEXPENDABLE

EXPENDABLE, SEMIEXPENDABLE, AND NONEXPENDABLE PROPERTY ^a

The following list divides the property of the Forest Service into the three general classes indicated above. While it does not give the designation to be used in all cases in making charges on the records, some items being listed under two or more names because of local terminology, it is the intention that uniform designations be employed within a district.

Articles which are parts of other articles of equipment, or of improvements such as buildings, telephone lines, etc., will only be accounted for separately when they are temporarily carried in stock as extra parts or when they cease to be a part of another article or improvement.

(a) Articles classified as "expendable" may be recorded in the discretion of the district forester, supervisor, or other similar administrative officer in charge.

(b) Articles not specifically mentioned will be submitted to the forester for classification, unless such articles are similar in character to those enumerated under a general class, in which case they may be considered as being included under that classification.

(c) Fixtures placed by the service in a private building which has been rented will be accounted for as "nonexpendable," and shall be removed when the building is vacated. Fixtures placed in a building owned by the service may be considered as a part of the building and need not be accounted for separately.

(d) Materials and parts for construction purposes may be considered as expended when applied to the work, but the constructed article in its entirety must be accounted for under the class to which it belongs. Materials and parts for repair purposes or to replace other parts will become a part of the article repaired or to which it has been attached, such as a boiler, vehicle, telephone line, fence, or electric fan, and may be considered as expended when applied to the work. When it is impracticable to obtain by purchase parts needed for the repair or improvement of other articles or the creation of new articles or when economy of expenditure or efficiency of use will result and the necessary parts can be taken from articles on hand and no longer needed for the purpose for which originally designed, such articles on hand may be regarded as parts and treated as expendable. Entire articles may be purchased and considered as parts and expendable when immediately used in the same way. When in experimental or research work it becomes necessary to destroy an article ordinarily carried as nonexpendable or semiexpendable it may be considered expendable for the purpose of the investigation in which it is used.

(e) All articles of platinum shall be carried as nonexpendable. Owing to its value all platinum shall, so far as practicable, be safeguarded, and shall be accounted for by weight, size, or identification mark; and every transfer from one official or employee to another shall be evidenced by a receipt; and any loss, damage, or consumption in use, or other disposition of same, shall be recorded.

^b(f) Under the item "Outfits" the record must include each article other than expendable comprising the outfit. It is not required that assembled tools, equipment, utensils, etc., be accounted for as outfits. Either the outfit as a unit or the articles of which it consists may be accounted for, as found most convenient. Should some outfits of a type classed as nonexpendable be found to consist wholly of expendable and semiexpendable articles (including the container) such outfits may be classed as semiexpendable, noting on the card that they contain no nonexpendable item. A group of expendable articles will be considered expendable.

^a Amdt. No. 43, effective Oct. 1, 1926.

^b Amdt. No. 226, effective Oct. 16, 1929.

Expendable	Semiexpendable	Nonexpendable
Absorbers: Shock, except auto. Sound. Acetometers or acidimeters.		Absorbers, shock, auto.
	Adapters: Film, pack. Lens, for camera. Tail light.	
Adjusters, cord.	Adjusters, chain. Adzes.	Addressographs. Addressers, hand.
Airplanes, toy.		
Albums, photographic.		
	Ammeters.	Alidades.
	anchors. Andirons.	Amplifiers.
	Angles, lettering.	Anemometers.
Animals (for experimental purposes or for slaughter for food purposes).		
Antirattlers.	Annunciators.	
	Aparejos.	Anvils.
Apparatus: Chemical, glassware and porcelain ware. Laboratory, glassware and porcelain ware.		Apparatus: Blow pipe, set. Distilling. Seed testing. Shrinkage. Wire winding.
Aprons.		
	Arbors.	Arcs, stadia.
Arresters, lighting.		Arms, telephone, desk.
Arrows, metal.		
Aspirators, glass.		
Atomizers, glass.		Atmometers. Atomizers, metal. Attachments (which do not form a regular part of the equipment to which attached): Adding. Camera, tripod. Compass. Gauge. Lantern slide. Micrometer. Portrait. Shearing, angle iron. Shutter, sky shade. Snap-on. Solar. Stencil, typewriter. Telephone. Truck.
	Augers: Carpenter. Hollow. Machinists. Ring. Shaft log. Ship. Soil. Posthole.	
		Automobiles.
Awls.		
Awnings, canvas.		
	Axes (except marking): Belt. Broad. Double-bit. Ice. Single-bit.	Axes, marking.
Backs, reflector.		
October, 1929.		Backs, combination, kodak.

Expendable	Semiexpendable	Nonexpendable
Bags: Burlap. Canvas, miscellaneous. Canvas, water, ordinary. Cotton.	Bags: Canvas, feed or nose. Canvas, mail. Duffle. Packsaddle, pr. Water, alforjas. Water, man pack. Water, spray.	Badges: Crew boss. Forest aid. Forest Service. Bags: Leather, all kind. Sleeping.
Bandages: Horse. Hospital.	Balls, cast iron.	Balances: Army. Beam. Chemical. Harvard trip. Laboratory. Letter. Lever. Spring. Torsion. Balers, paper.
Bars, lead.	Bars: Crow. Digging. Tamp. Wrecking. Barrels, metal.	Barographs. Barometers.
Barrels, wooden		Bases, for sectional file units and other furniture. Bases: Leg, map mounting boards. Sliding motor. Tray.
Basins: Enamel. Granite. Porcelain. Stone. Tin. Wash.		
Baskets: Bushel. Clothes. Desk. Pack. Shipping. Test tube, wire. Tree, rattan. Waste.		
Baths, sand. Batteries, other than storage. Beakers.	Batteries, storage.	
Beams: Plow. Scale.		Bearings, roller, column test.
Beaters: Egg. Rug.		Beds: Auto. Folding. Stretcher. Wagon. Bedsteads. Bellows.
Bells: Call or electric. Stock.	Bells: Dinner and farm. Extension. Gong. Jingle. Sleigh.	
Belting, canvas.	Belts, linemen's.	

Expendable	Semiexpendable	Nonexpendable
Benches: Wash. Wooden.	Belting: Leather. Rubber. Benches, file. Benders, form. Bevels.	Benches, work.
Binders, loose leaf: Springback, "Tatum" or similar. Wing, cardboard, pulpboard, or canvas covered.	Binders, loose leaf: Ring. Ring, form 874-C.	Bins: Unit and angle shelf. Wooden. Binders: Load. loose-leaf— Post. ¹ Strap-binding. Binoculars.
Bits: Brace and auger, 1 inch or less. Drill, 1 inch or less Screw driver.	Bits: Brace and auger, over 1 inch. Drill over 1 inch. Expansion or extension. Reamer. Blackboards. Blades, other than buck- or hack-saw.	
Blades, saw. Buck. Hack. Blanks, key.		
Blocks: Clinch. Fixture, electrical. Saw setting.	Blankets: Bed. Horse. Saddle or pack saddle. Blocks, pulley, snatch, and tackle.	
Boards: Bread. Clip. Commercial (Ford truck). File. Hygrometer. Lens. Maximum and minimum thermometer. Stove. Wash.	Boards: Base. Bulletin or display. ✓Drawing. Map mounting. Mixing. Pack. Planting. Protractor.	Blowers, blacksmith. Blow torches. Boards: Molding. Traverse. Trimming.
Boats: Combustion. Glass. Stone.		Boats: Folding. Row.
Bobs, plumb (see Plumb bobs).		
Boilers: Agate. Coffee. Cooking (nonpressure). Cooking, double. Tea. Tin. Wash.		
Books, except loose leaf and library.	Books, loose leaf (see Binders). Boots, rubber. Borers: Bunghole. Tap. Bottles: Hot water. Thermos.	Books, library—charged on library records. Borers, increment.
Bottles, glass.		
Bottoms, chair.		
Bowls: Chopping, wood. Closet. Household. Mixing. Wash (except stationary).		Bowls, wash, stationary.

¹ Does not include cardboard, pulpboard, or canvas-covered wing binders fastened together with screw posts.

Expendable	Semiexpendable	Nonexpendable
<p>Boxes:</p> <ul style="list-style-type: none"> Battery. Blue print paper. Conduit, electric. Desk, for letters. File, pasteboard. Switch and protector mounting. Knife and fork. Lens. Microscopic slide. Switch and protector mounting. Thermometer. Tin. Waste. Wood, other than filing and shipping. Woodturned, screw-top. <p>Brackets:</p> <ul style="list-style-type: none"> Metal. Wood. <p>Broaches.</p> <p>Brooms:</p> <ul style="list-style-type: none"> Floor. Push. Whisk. <p>Brushes.</p> <p>Buckets or pails:</p> <ul style="list-style-type: none"> Canvas. Enameled. Galvanized-iron. Mop wringer. Paint. Papier-mâché. Soil dish. Rubber. Wood. <p>Buckles.</p> <p>Buffers, blacksmith.</p> <p>Bulbs:</p> <ul style="list-style-type: none"> Atomizer. Blow. Conjugate. Dental. Electric. Pipette. Putty. Resistance. Rubber Thermograph. <p>Bumpers, rubber.</p> <p>Burettes .</p> <p>Burners:</p> <ul style="list-style-type: none"> Bunsen. Gas, for fixtures. Lamp. Lantern. <p>Burnishine.</p> <p>Bushings.</p> <p>Buttons:</p> <ul style="list-style-type: none"> Door, iron and brass. Push, electric. Upholstering. 	<p>Boxes:</p> <ul style="list-style-type: none"> Calibrating. Cash. Condensing for photostat. Cut-out, iron and steel. Developing and fixing. Filing, except pasteboard, for cards, correspondence, maps, etc., when not standard equipment. Food. Lantern slide. Mail. Miter. Packing and shipping, especially build for instruments, etc. Registration. Scrap. Shoulder pack. Window display. Braces, carpenter. <p>Brayers.</p> <p>Bridle.</p> <p>Bromides.</p> <p>Buckets, for hoisting outfit.</p> <p>Bulbs, rectifier.</p> <p>Buoys, life.</p> <p>Burners, rubbish.</p>	<p>Boxes:</p> <ul style="list-style-type: none"> And filler, saw. Film, reel, galvanized iron. Fire tool. Tool, for autos. Tool, carpenter's. Tracing, glass top. <p>Brackets, dictagraph.</p> <p>Brascolites.</p> <p>Buggies.</p> <p>Bumpers, auto.</p> <p>Bunks, wood or metal.</p> <p>Burners:</p> <ul style="list-style-type: none"> Acetylene. Alcohol. Electric. Gasoline. Oil, except for lamps and lanterns. <p>Burros.</p>

Expendable	Semiexpendable	Nonexpendable
Buzzers, electric.		Cabins, portable.
Cabinets, paper towel.	Cabinet: Stationery, stenographer.	Cabinet: Kitchen. Phonograph. Printer's steel. Safe. Testing.
	Cables.	
Calendars.	Calipers: Carpenter's or mechanics, except micrometer and vernier. Tree.	Calipers: Micrometer. Vernier.
Cans:	Cans:	Cameras.
Ash or garbage.	Milk.	
Bread.	Water, backpack.	
Flour.		
Ice, galvanized.		
Map-carrying.		
Oil.		
Seed-storage.		
Specific gravity.		
Ten-man or other outfits (see Outfit, mess).		
Tin, all sizes and kinds.		
Toilet, galvanized.		
Water, except backpack.		
Candlesticks.		
	Canteens.	Canoes.
	Canthooks and peavies.	Cantinas, leather.
Canvas.	Caps: Eye-piece. Tripod, leather.	
		Cars:
		Cable.
		Motor.
		Push.
		Carbit.
Carboys.		Carburetor.
		Carpet, square yards.
Carriers:	Carrier, luggage.	Carrier:
Tire.		Hay.
Track and window shade.		Timber.
		Carts:
		Barrel and box.
		Dump.
		Hand.
		Hose, hand.
		Horse.
Cases:	Cases:	Cases:
Auto.	Carrying, canvas.	Book.
Battery.	Instrument or equipment, canvas.	Brief or manuscript, except canvas.
Chart.	Lantern slide.	Camera and kodak.
Mailing.	Mailing, specially built for instruments, etc.	Card.
Mess, fiber (see Outfit, mess).	Transfer, drawer style.	Display or exhibit.
Pillow.	Tool, canvas.	Filing.
Tool, canvas.		Film, moving-picture.
		Form and supply.
		Herbarium.
		Instrument or equipment, leather.
		Map, filing.
		Oven, electric.
		Photo.
		Pivot, multiplex.
		Portable, telephone, leather.
		Suit.
		Tool, leather.
		Typewriter.
	Casings, auto (tires).	

Expendable	Semiexpendable	Nonexpendable
Cells: Battery. Conductivity. Resistance. Chains, except when otherwise classed herein: Ordinary. Halter. Log. Stay. Spreader or stretcher. Trace.	Chains: Anchor. Auto tire. Butt. Hoist. Sheave. "T." Chairs, folding, canvas	Chains, surveyors.
 Chambers, moist, glass.		Chairs: Arm. Bentwood. Dining. Draftsman. Kitchen. Office. Rocking. Stepladder. Typewriter.
Chests, mess (see Outfit, mess).	Chests: Galvanized-iron. Medicine.	Chases, screw. Checks, door. Chests: Burglar-proof. Instrument. Tool. Chimneys, forge.
Chimneys, lamp. Chisels, 1-inch or less: Cold. Hot. Wood.	Chisels, over 1 inch: Cold. Hot. Wood. Choppers, food. Chucks: Drill. Lathe.	
Cinches. Clamps: Basin. Cable. Casting box. Condenser. Hose. Laboratory. Lantern slide. Micro. Stereotype. Support.	Clamps: Carpenter or cabinetmaker. Machinists. Pipe. Saw. Splicing.	
 Clevises.	Cleaners, wind shield. Cleavers, meat.	Cleaners, vacuum.
 Clips: Paper. Photograph. Window-shade roller.	Climbers, lineman's. Clippers: Bolt. Pruning.	Clippers, horse or dog.
 Cloths: Focusing. Letter-press. Table.	Clocks, alarm.	Clocks: Mantel. Wall. Miscellaneous, except alarm.
 Coils, glass.	Coats: Linen. Mechanics. Coils. Induction. Repeating. Resistance. Ringer. Spark.	Closets: Clothes. Indoor toilet.

Expendable	Semiexpendable	Nonexpendable
Colanders.		
Collars, shafting.	Collars:	
	Compression.	
	Horse.	
	Collets (for stocks).	
Combs:		
Carding.		
Curry.		
Graining.		
Mane.		
Toilet.		
Combinettes, enameled.		Combination sets, tools.
	Comealongs.	
	Comforts.	
	Compass:	Compass:
	Mechanic's.	Axial balance.
	Pocket.	Beam.
		Mariners.
		Oil.
		Plane table.
		Surveyors.
		Compressors, air.
		Compressometers.
		Comptometers.
		Computers, rapid.
Condensers, laboratory, glass.	Condensers, electric.	
Conduits.		
Cones:		Cones, paragon, ground.
Filtering.		
Pin.		
Connectors:	Connectors, lineman's wire.	
Conductivity, apparatus, carbonic.		
Single and double.		
Containers:	Containers:	
Soap.	Mess-kit (<i>see</i> Outfits, mess).	
Tin.	Metal, air-tight.	
	Conveyors, belt.	
Coolers, meat.		Cookers, fireless.
Corkscrews.		Coolers:
		Water.
		Iceless.
		Costumers.
	Cots, sleeping, canvas.	Cots, sleeping, except canvas.
		Couches:
		Folding.
		Leather.
		Steel.
Countershafts.		
Countersinks.		
Couplings:		
Brass.		
Elbow.		
Hose.		
Round, belt lacing.		
Covers:	Covers:	Covers, gear house.
Basin.	Bed, canvas.	
Chairseat.	Boat.	
Cock-hole.	Canvas, miscellaneous.	
Cushion.	Canvas for 15-man or other outfit (<i>see</i> Outfits, mess).	
Desk.	Cot, canvas.	
Office machine.	Map board.	
Paper.	Mattress, canvas.	
Pot.	Planetable.	
Tire.	Pack, canvas.	
Typewriter.	Tank.	
	Wagon, canvas.	
Crates, shipping	Cranks, winch.	Cradles, for stopping drill.
Creepers:	Crates, wire.	Cranes:
Ice.		Kitchen.
Snowshoe.		Shop, portable.
Crimpers, cap.		
Crocks.	Crowbars (<i>see</i> Bars).	

Expendable	Semiexpendable	Nonexpendable
Dishes: Basins, china. Dining. Laboratory, glass and porcelain. Disinfectants. Disks: Cipher. Lead. Sterilizing. Valve. Dispensers, liquid soap.	Dividers: Carpenter's. Draftsman. Spring. Dollies. Doors: Glazed. Screen. Dressers, emery. Drier: Blueprint. Map. Print. Drills: Bits, 1-inch or less. Miners or rock, drill steel. Droppers, medicine. Ducks, enameled, cloth. Duckboards. Dusters. Elbows: Down-spouting. Stove. Electroplates or electrotypes. Erasers: Rubber. Steel. Eveners, horse.	Dissecting sets. Distributors. Ditchers, road. Drawers: Steel, for safe. Filing. Dressers, bedroom. Drifts, drill automatic. Drills: Automatic. Breast. Chain. Electric. Post or upright. Seed, horse. Duplicator. Dynamos. Dynamometers. Easels. Engines: Electric. Fire, chemical. Gas. Gasoline. Oil. Steam. Ends, sectional units. Equipment, index. Erasers, electric.

Expendable	Semiexpendable	Nonexpendable
Extensions, pipe.	Extensions: Brace. Screws. Extensometers. Extractors.	Extinguishers, fire.
Fasteners: Belt. Casement. Clamp. Foundation. Sash. Staple.	Fasteners (<i>see</i> Machines): Paper, clipless. Paper, stapling.	Fans: Electric. Exhaust. Ventilating.
Faucets.		
Ferrules, except "U. S."		Ferrules, marking, "U. S."
Figures, metal.		
Files: Metal or wood (except furniture equipment). Pasteboard, for cards, or letters.		
Fillers: Bottle. Test tube, glass.	Filler, oil, brass.	
Films: Motion picture. Photographic.		
Filter: Cone. Glass and porcelain. Laboratory. Pressure. Water. Wine.	Filter, color or ray.	
		Finders: Fire. Range. View.
Fittings: Conduit, electrical. Drainage. Hose. Pipe.		
Fixtures and holders: Grindstone. Toilet paper.		Fixtures, electric. ¹
Flags.	Flagstaffs.	
Flanges.	Flashlights.	
Flashers, electric sign.	Flasks, metal.	
Flasks, except metal.	Flatirons.	
Flatters.	Flatters, blacksmith's.	
	Flies, tent.	
Floats: Carburetor. Closet. Dental. Engine. Micrometer. Water register.		
	Floors, canvas, tent.	Forges.
Forceps.	Forks: Coke. Composition. Hay or pitch. Manure. Potato. Spading. Type.	
Forks, meat.		
Forms, blank.		

¹ Fixtures placed in rented buildings must be removed when buildings vacated.

Expendable	Semiexpendable	Nonexpendable
Frames: Meat box, camp.	Frames: Blueprinting. Card. Curtain. Exhibit. Hacksaw. Map. Map index. Pack, burro. Pack, man. Picture. Printing.	
Fryer.	Froes.	
Funnels: Copper. Enamel. Galvanized iron. Metal. Porcelain. Tin.	Fuller: Bottom, blacksmith. Top, blacksmith.	
Furniture, printing: Metal. Wood.		Furnaces, soldering. Furniture: Dwelling. Office.
Gads.		Galley, brass. Gate, folding, steel.
Gate, molasses. Gauge, water tank.	Gauge: Center. Leather. Marine. Marking. Planer. Rain. Saw. Screw thread or screw pitch. Steam. Strain. Surface. Thickness. Tire. Vacuum. Water. Wire.	
Gears.		Gear, winding (bridge equipment).
Generators: Glass. Gas, lamp.		Generators: Electric. Radio. Telephone.
Gimlets.	Geotomes (auger, soil).	
Girths: Canvas. Leather.		
Glasses: Artist's water. Bell. Desk. Drinking. Gage. Jelly. Medicine. Test. Tintometer. Watch. Water.	Glasses: Eye, amber. Magnifying. Plate, desk top. Reading. Reducing.	
Glassware, laboratory.		
Gloves: Cotton. Wool.	Gloves: Gauntlet, leather.	
	Goggles. Gouges.	

Expendable	Semiexpendable	Nonexpendable
<p>Holders—Continued.</p> <p>File.</p> <p>Flask.</p> <p>Hand, blotter.</p> <p>Lamp.</p> <p>Loose sheet, canvas-covered or wood.</p> <p>Logotype.</p> <p>Matchbox.</p> <p>Mop.</p> <p>Pencil.</p> <p>Pipette.</p> <p>Rubber stamp.</p> <p>Soap, liquid.</p> <p>Shades, electric.</p> <p>Spit cup.</p> <p>Spoon.</p> <p>Taper.</p> <p>Test tube.</p> <p>Toilet paper.</p> <p>Tool.</p> <p>Towel.</p> <p>Twine.</p> <p>Hoods, transit, waterproof.</p> <p>Hooks:</p> <p>Awning.</p> <p>Belt.</p> <p>Box.</p> <p>Ceiling.</p> <p>Clothing.</p> <p>Cotton.</p> <p>Garden.</p> <p>Grape.</p> <p>Harness.</p> <p>Hay.</p> <p>Lug.</p> <p>Picture molding.</p> <p>Spout.</p> <p>Hooks and eyes.</p> <p>Hooks and rings.</p> <p>Hooks, swivel.</p> <p>Horses, toy.</p> <p>Hose:</p> <p>Air.</p> <p>Steam.</p> <p>Water.</p> <p>Indexes, loose-leaf.</p> <p>Inkstands:</p> <p>Draftsman's.</p> <p>Glass.</p> <p>Inkwells:</p> <p>Draftsman's.</p> <p>Glass.</p> <p>Insulators.</p>	<p>Hoods:</p> <p>Forge.</p> <p>Iron.</p> <p>Hooks:</p> <p>Bush and brush.</p> <p>Carrying.</p> <p>Choker.</p> <p>Climbing, lineman's.</p> <p>Grappling.</p> <p>Grass.</p> <p>Ice chute.</p> <p>Line.</p> <p>Log.</p> <p>Potato.</p> <p>Rodding.</p> <p>Shave, plumbers'.</p> <p>Trip.</p> <p>Hoppers.</p> <p>Horns.</p> <p>Horses:</p> <p>Harness, stitching.</p> <p>Wooden.</p> <p>Housing, horse collar, pairs.</p> <p>Howlers, telephone.</p> <p>Hush-a-phone.</p> <p>Hydrometers.</p> <p>Incinerators.</p>	<p>Horses.</p> <p>Hotplates, electric.</p> <p>Hydrograph (psychograph).</p> <p>Hygrometer.</p> <p>Hygrothermographs.</p> <p>Hypsometer.</p> <p>Index, card, visible.</p> <p>Indicators, forest fire.</p> <p>Instruments:</p> <p>Exploring.</p> <p>Drafting (in sets).</p> <p>Interphones.</p> <p>Interrupters.</p>

Expendable	Semiexpendable	Nonexpendable
Irons: Angle. Fire. Tire.	Irons: Branding, except electric. Calking. Channel. Clinching. Sad or flat. Soldering, ordinary. Spudding. Tuyère. Waffle.	Irons: Branding, electric. Flat, electric. Soldering, electric.
Jars: Earthenware. Glass. Jardiniere, other than metal.	Jacks: Auto. Wagon.	Jacks: Hydraulic. Pump. Jackscrews.
	Joints: Ball and socket, compass. Ball and socket, for stadia level. Stadia hand transit. Jointers, cement.	Jardiniere, brass.
Jugs. Kegs, wooden. Kettles: Aluminum. Enamel. Iron. Tea. Tin.	Kegs, metal.	Journals.
Keys: Locksmith's. Miscellaneous. Typewriter cushion. Water.		Keys: F. S. master. F. S. standard
Kits: First aid. Fish.	Kits: Medicine chest. Mess (see Outfits, cook and mess).	Kits, tool.
Knives: Bread. Butcher. Eraser. Farrier's. Fish. Putty. Table.	Knapsacks. Knives: Brush. Draw. Electrician's. Gauge. Hay. Heading. Leather. Mat. Pocket. Pruning. Trench, Army.	
Knobs.		Kiosks. Kleradesks (see Holders, paper).
Labels. Lacing, belt.	Kodapod.	Knurls (in sets). Kodaks.
Ladles, melting. Lamps: Bulbs, electric. Extension, auto. Kerosene, glass or tin.	Lamps, kerosene, except glass or tin.	Ladders.
	Lanterns: Electric. Oil.	Lamps: Acetylene. Electric, portable. Gasoline. Kodak, safelight. Signal.
Lashes, whip. Lasts, shoe. Latches, thumb.	Latches, night.	Lanterns: Acetylene. Gasoline.
	Lavatories.	Lathes. Launches.

Expendable	Semiexpendable	Nonexpendable
Leads, sounding.	Ledgers.	Lens:
	Lens, hand.	Camera.
		Photostat.
		Stereopticon.
Letters, metal.		Levels:
Letters and figures, steel, marking.		Carpenter.
Levels, pocket.		Engineers.
		Hand.
		Planetable.
		Railroad.
		Striding, for alidade.
		Levelers, land.
		Levers, calibrating.
Lifters:		
Stove.		
Tack.		
Lifts:		
Sash.		
Transom.		
Lighters, gas.	Lights:	Lights:
	Auto, tall.	Binnacle.
	Dash.	Search.
	Photostat.	Spot, vehicle.
		Lighting units.
Lines:	Lines, pairs.	
Mason's.		
Heavy string.		
	Liners, section.	
	Linoleum, square yard.	
	Locks:	Locks:
	Bar.	Pad, F. S. Std.
	Mortise.	Rim, F. S. Std.
	Pad, except F. S.	Rim, F. S. master.
	Rim, except F. S.	
	Rough, for sleigh.	
	Ship.	
		Lockers:
		Clothing.
		Stationary.
		Steel.
		Telephone.
Livestock (for experimental purposes or for slaughter for food purpose).		
Logotypes.	Lubricators.	
	Machetes.	
	Machines:	Machines:
	Clipless clip.	Abrasion.
	Dating.	Adding.
	Paper-fastening.	Addressing.
	Perforating.	Belt-lacing.
		Blasting.
		Blueprint.
		Boring.
		Calculating.
		Calculus.
		Cement block.
		Drafting.
		Drilling, blacksmith.
		Dryer, blue print.
		Duplicating.
		Felloe bending.
		Grinding.
		Leather splitting.
		Letter-opener.
		Milling.
		Mowing.
		Multigraph.
		Numbering.
		Photostat.
		Pipe-cutting.
		Punch.
		Riveting.
		Sealing.

Expendable	Semiexpendable	Nonexpendable
		Machihes—Continued. Seed-sowing. Sharpening. Stencil. Stencil-cutter. Testing. Tree-planting. Valve-reseating. Veneer toughness. Wire-strapping. Wire, untwisting and winding.
Madras (hangings), yards.	Magnets, ordinary.	Magazines, powder, portable. Magnets, electric. Magnetos.
	Mallets.	Mandrels.
Mantels, lamp.	Mantels. Manuals, fire-law enforcement.	Manuals, loose-leaf, F. S. Manuals, loose-leaf, Department of Agriculture.
Maps: Base, tricolor. Framed (<i>see</i> Frames, map). Pocket. Post route. Weather, paper.		Maps: In glass cases. Relief. Wall (substantially bound for wall display).
Markers, sign.	Martingale, leather.	
Mashers, potato.		
Masks, gas.		
Mats: Cocoa. Door, fiber. Door, steel. Lantern-slide. Rubber, cuspidor. Straw.		
	Matting: Fiber, yards. Rubber, yards.	
Materials. ³	Mattocks. Mattresses: Bed. Cot. Mauls.	
Measures: Cover, glass. Glass tubing. Grain sets. Liquid. Leaf, volumetric. Map.		
Meters: Acid. Alcohol.	Megaphones. Mender, film.	Meters, current.
Micrometer, disk.		Micrometer. Microscopes.
Mills, coffee.		Mills, fanning. Mimeograph. Mimeoscope.
Mirrors, unframed.	Mirrors: Auto. Framed.	
Mitts, stereotype.	Mixer, bread. Miter box. Model, exhibit.	Mixer, cement.
Moisteners, envelope.		Moistener, tape. Molds: Pressure. Strut. Monoculars.

³ Materials entering into construction or repair of buildings or equipment will be considered expended such use. Equipment in which used will be accounted for according to its classification.

Expendable	Semiexpendable	Nonexpendable
Pads—Continued. Ink. Rubber stamp. Saddle. Tablecloth. Typewriter. Paddles: Canoe or boat. Hard rubber. Photographic. Pails, garbage. Pails and buckets (<i>see</i> Buckets). Pans: Agate. Aluminum. Baking. Bread mixing. Copper. Dish. Dishups. Dust. Enameled. Forge. Fry. Galvanized iron. Granite. Iron. Muffin. Pudding. Roasting. Sauce. Stew. Tin. Panels, signal, canvas. Parers, hoof (knives). Parts, set, for diamond hitch (<i>see</i> hitch). Pawls: Galvanized iron. Tin. Wood. Pencils: Artists. Carpenters. Colors (black, blue, etc.). Drafting and drawing for writing on glass. Indelible. Office. Penholders. Penracks. Phone-megas, for telephone transmitter Picks, ice. Pictures and photographs not framed. Pinchcocks.	Pans: Blue-print. Cooling. Panniers. Peavies (<i>see</i> canthooks). Peelers, bark. Pencils, bow (<i>see</i> Dividers, draftsman). Pens: Border. Contour or single curve. Detail. Dotting. Double curve or road. Lettering. Ruling. Shading. Picks, except ice. Pictures, framed. Pillows. Pincers and nippers.	Paintings, oil, canvas exhibit. Panels, exhibit. Pantographs. Parallels, adjustable. Pasometers. Pens: Fountain. Register. Percolators. Phonographs, business. Photometers. Photostats. Pickers, stone. Pile drivers.

Expendable	Semiexpendable	Nonexpendable
Racks—Continued. Laboratory. Motion picture, developing. Ocular and objective. Pen. Photographic. Rubber-stamp. Saddle. Stencil. Test-tube, wood. Towel. Rails, robe. Raisers, bread. Rasps. Reflectors, baking. Reglets. Regulators, other than metal. Gas. Pressure. Speed. Thermo. Resistances, electric. Rests: Arm. Book. Foot. Wood. Rivet set. Roasters, meat. Rings: Harness. Hog. Insulating. Key. Muffin. Screw. Rods: Bamboo. Brass. Copper. Curtain. Glass. Lead, 4-horse. Steel. Rollers: For paper towels. Window shade.	 Rakes, hand. Readipads. Reamers. Receivers, telephone. Reels: Band-chain tapes. Fish. Hose. Moving picture (empty). Surveyors. Test set. Wire. Reflectors, shade. Registers, tally. Regulators, metal. Repairers, spring. Ringers, telephone. Rods: Fish. Rollers: Mimeograph. Print.	 Radiators. Radios, receiving. Rakes, horse-drawn. Rams, hydraulic. Ranges (<i>see</i> Stoves). Ratchets. Recorders, water. Rectifiers. Reflectors, for transit. Refrigerators. Registers, Weather Bureau. Relays. Rests: Beam. Stock. Retorts, wood steaming. Revolvers. Rewinders: Electric. Film. Rheostats. Rifles. Robes, lap. Rods: Assembly. Surveyor's. Self-computing. Rollers: Land. Map.

Expendable	Semiexpendable	Nonexpendable
Ropes: Cotton. Hemp. Manila.		Roller and cutter, paper.
Rules and rulers: Brass, printing. Cardboard, sealing. Office, except metal.	Rules: Caliper. Carpenter. Drafting and drawing. Log scale. Lumber grader's. Metal. Runners, sled.	Rugs. Rules: Adjustable curve. Clinometer. Parallel. Slide.
Sacks (<i>see</i> Bags).		Saddle: Pack. Riding. Safes.
Sash, hotbed.	Sails.	
Saucers: Flower-pot. Paint.		
Saw blades (<i>see</i> Blades).	Saws: Buck or wood. Carpenter's hand. Hack. Ice. Log. Meat. Pit. Plumbers. Pruning. Scroll. Saw sets. Saw tools, sets. Scabbards, for tools.	Saws, power.
Scales, for wind sheet.		Scales (<i>see</i> Balances). Apothecary's. Beam. Counter. Miner's. Photographer's. Platform. Postal. Spring. Torsion. Trip. Wagon.
Scalpels:		
Scoops: Brass. Grocer's. Grain.	Scissors.	
Scrapers: Box. Ship.	Scrapers, snow.	Scows, house. Scrapers, road.
Screens: Adjustable, fly. Door. Window.	Screens: Auto mounted. Fish. Fire. Folding. Foreground. Ray filter. Revolving. Sand. Seed. Stereopticon.	
Screw drivers, ordinary.		Screw drivers: Automatic. Ratchet. Screw plates. Screws: Bench. Jack.
Screws, for testing machine.	Scribe, timber.	

Expendable	Semiexpendable	Nonexpendable
Seats, closet.	Scythe.	Sealer, envelope. Searchlights.
	Section liner.	Sectional furniture.
	Segments, multigraph. Self-starter.	Seeders, hand. Seeders, horse drawn.
Sets: Desk. Nail. Rivet. Stamp, rubber. Toilet (basin and pitcher).	Sets, screw extractor. <i>Scythe</i>	Selectors. Sets, dissecting.
	Sewing palms. Shackles.	Settee. Setter, type.
Shade: Electric light. Eye. Lamp. Window.		
Shafting. Shafts, buggy.		
Shakers: Glass. Porcelain. Tin.		
Share, plow	Shaper. Sharpener: Drill. Pencil.	
	Shave: Draw. Spoke.	
Shavers, ice.	Shears: Bench. Clinical. Grass. Harness makers. Office. Pruning. Roaching. Sheep. Tin.	
Sheaths, tool, canvas.	Sheaths, tool, leather.	
Sheaves, 4-inch diameter or less.	Sheaves, over 4-inch diameter.	
Sheetings: Cotton. Rubber.	Sheets, canvas.	
Shelves: Glass. Metal. Wooden.		
Shields: Asbestos. Eraser. Finger. Stencil. Storm. Stove.	Shelterhalves.	
Shoes, extension, umbrella.	Shoes, rubber, pairs.	
	Shovels. Sickles, hand, grass.	Shops, carpenter, portable.
Sieves, flour. Sifters, flour.		
Signs: Canvas. Marker. Office.		

Expendable	Semiexpendable	Nonexpendable
<p>Singletree.</p> <p>Siphons, glass.</p> <p>Skillets.</p> <p>Skimmers.</p> <p>Slabs:</p> <p> Board.</p> <p> Durostone.</p> <p> For mixing paints.</p> <p> Ink.</p> <p> Terra cotta.</p> <p>Sleeves:</p> <p> Connector.</p> <p> Copper.</p> <p> Rubber.</p> <p> Taper.</p> <p>Slides:</p> <p> Dark.</p> <p> Plate holder.</p> <p> Quartz.</p> <p>Slopes, desk.</p> <p>Slugs.</p> <p>Smoothers.</p> <p>Snaps, chain.</p> <p>Sockets:</p> <p> Lathe.</p> <p> Light.</p> <p>Spatulas.</p> <p>Spiders.</p> <p>Spigots.</p> <p>Spikes.</p> <p>Splices.</p> <p>Splines.</p> <p>Sponges.</p> <p>Spools, for small wire.</p> <p>Spoons:</p> <p> Drill.</p> <p> Horn.</p> <p> Laboratory.</p> <p> Powder, stump.</p> <p> Table.</p> <p>Sprayers, hand.</p> <p>Spreaders and stretchers.</p> <p>Sprinklers, hand, watering-pot.</p> <p>Squeezers, lemon.</p> <p>Staffs, Jacob's.</p> <p>Stamps:</p> <p> Alphabetical and numerical sets.</p> <p> Dating.</p> <p> Hand, rubber.</p> <p> Roller.</p> <p> Rubber, sets.</p>	<p>Sinks.</p> <p>Skis, pairs.</p> <p>Sledge hammers (<i>see</i> Hammers).</p> <p>Slicks, carpenter's.</p> <p>Slips, oil.</p> <p>Snaths.</p> <p>Snips.</p> <p>Snowshoes.</p> <p>Sockets, shell for marine-station tools.</p> <p>Spades.</p> <p>Speedometers.</p> <p>Splicers and staple puller.</p> <p>Spoons, digging.</p> <p>Sprayers, compressed air.</p> <p>Spreads, bed.</p> <p>Spuds:</p> <p> Bark peeling.</p> <p> Sink.</p> <p>Spurs, riding.</p> <p>Square:</p> <p> Carpenter's.</p> <p> Draftsman's.</p> <p>Stamps:</p> <p> Brass, mounted on handle.</p> <p> Steel.</p>	<p>Silencers.</p> <p>Skiffs.</p> <p>Sleds.</p> <p>Sledges, vehicle.</p> <p>Sleighs.</p> <p>Speakers, loud.</p> <p>Speeders.</p> <p>Spreaders, manure.</p> <p>Springs, bed.</p>

Expendable	Semiexpendable	Nonexpendable
<p>Stands:</p> <p>Boiler, range.</p> <p>Calendar.</p> <p>Ink.</p> <p>Staples:</p> <p>Carpenter's.</p> <p>Paper, fastening.</p> <p>Stitcher.</p> <p>Steels, sharpening.</p> <p>Stencils, metal.</p> <p>Steps, with base.</p> <p>Sticks:</p> <p>For cutting machines.</p> <p>Measuring.</p> <p>Stirrers.</p> <p>Stirrups.</p> <p>Stones:</p> <p>Carborundum.</p> <p>Emery.</p> <p>Imposing.</p> <p>Lithographers.</p> <p>Oil.</p> <p>Printers.</p> <p>Stoners, cherry.</p> <p>Stops:</p> <p>Bench.</p> <p>Door.</p> <p>Stools:</p> <p>Bench.</p> <p>Camp.</p> <p>Foot.</p> <p>Stoppers:</p> <p>Basin.</p> <p>Noise.</p> <p>Rubber.</p> <p>Strainers:</p> <p>Gasoline.</p> <p>Kitchen.</p> <p>Milk.</p> <p>Paint.</p> <p>Straps:</p> <p>Binder or tie.</p> <p>Box.</p> <p>Climber.</p> <p>Leather, except safety.</p> <p>Pipe.</p> <p>Trunk.</p> <p>Stretchers, team.</p> <p>Styli.</p>	<p>Stands, cobbler.</p> <p>Sticks:</p> <p>Cruisers.</p> <p>Printers.</p> <p>Stoves, camp, sheet-iron.</p> <p>Straightedges, wood.</p> <p>Straps:</p> <p>Lineman's safety.</p> <p>Quadrant, steel.</p> <p>Stretchers, wire.</p>	<p>Stands:</p> <p>Adding machine.</p> <p>Atlas.</p> <p>Bookcase.</p> <p>Calculus.</p> <p>Desk swinging.</p> <p>Dictionary.</p> <p>Drawing, folding.</p> <p>Laboratory.</p> <p>Machine.</p> <p>Micrometer.</p> <p>Mimeograph.</p> <p>Multigraph.</p> <p>Oak.</p> <p>Protractor.</p> <p>Specific gravity.</p> <p>Tank, washing.</p> <p>Tool.</p> <p>Typewriter.</p> <p>Umbrella.</p> <p>Water cooler.</p> <p>Steelyards.</p> <p>Stereopticons.</p> <p>Sterromotorgraph.</p> <p>Stocks, die.</p> <p>Stools:</p> <p>Office.</p> <p>Pilot house.</p> <p>Stoves:</p> <p>Alcohol.</p> <p>Cook, except camp.</p> <p>Electric.</p> <p>Gas.</p> <p>Gasoline.</p> <p>Heating, except camp.</p> <p>Oil.</p> <p>Straightedges, steel.</p> <p>Stretchers, first aid.</p>

Expendable	Semiexpendable	Nonexpendable
Supplies. ⁴	Sunshades.	
Supports:	Supports, thermometer.	
Book.		
Bracket.		
Surcingles.		
	Swages:	
	Bottom.	
	Saw.	
	Top.	
Sweeps, cultivator.		
Switches:		
Battery.		
Electric.		
Knife.		
Panel.		
Pendant.		
Snap.		
Telegraph.		
Syringe, veterinarians.		Switchboards.
		System:
		Blowpipe.
		Lighting and starting, electric.
		Tables:
		Dining.
		Drafting.
		Folding.
		Kitchen.
		Laboratory.
		Library.
		Office.
		Steel.
		Telephone.
		Typewriter.
		Wooden.
		Work.
		Tablet, Chaldean Deluge.
	Tafrails.	
	Tags, motor vehicle identification.	
Tanks:	Tanks:	Tanks:
Water-closet.	Pyrene.	Blue printing.
	Waterproof, duck.	Creosoting.
		Developing.
		Expansion.
		Gasolene.
		Oil.
		Prestolite.
		Wagon.
		Water.
		Tape, steel.
Taps:	Tape, linen, measuring.	
Barrel.		
Machinist.		
Pipe.		
Watchmakers.		
	Targets, for level rod.	
	Tarpaulins.	
		Telephones (instrument):
		Portable.
		Stationary.
		Telescope.
Terminals, cable.	Template, brass.	
		Tents.
	Testers, battery.	Tester:
		Motor.
		Telephone.
		Theodolite.
		Thermographs.
	Thermometers:	Thermometers:
	Clinic.	Automatic, alarm.
	Maximum.	Electric.
	Minimum.	Recording.
	Ordinary.	Soil.

⁴ Supplies destroyed or consumed by use, such as stationery, fuel, food, etc.

Expendable	Semiexpendable	Nonexpendable
Thimbles: Calking. Extraction. Rope. Sewing. Ticks, bed.		
	Tillers, iron. Timers, kodak. Tires: Automobile. Motor cycle. Truck.	Timers, telephone.
Toasters.	Toilets. Tongs: Blacksmith. Cattle, pairs. Ice. Logging. Pipe.	Toboggans.
	Tools: Calking. Concrete. Drill. Firefighting, combination. Harness. Lathe. Plumbers.	
Tops, table.	Tops, auto. Torch, burning (except Hauck and blow).	Torch: Blow. Hauck.
Torches, illuminating.		Totalizers.
Towels.	Traces, set.	
Track, barn door.	Trammels, pair.	Tractor. Trailer.
	Transmissions. Transmitter. Wonderphone. Transparencies.	Transformers. Transits.
Traps: Bird. Fly. Moth. Mouse. Plumbers. Rat. Roach. Sink.	Traps: Animal. Steam.	
Trays: Card. Crumb. Desk. Enamel. Hard rubber. Laboratory, glass or porcelain. Pasteboard. Pen or pin. Photo developing. Porcelain. Shipping.	Trays: Addresser. Blue print. Metal. Seed. Sorting.	Traverse board. Trays: Vertical, filing.
Trees, miniature.	Trees, packsaddle. Trestles.	
Triangles, dinner call.	Triangles, drafting. Trimmers: Roof. Tree.	Trenchers, planting. Trimmers, lawn paper.
Tripods, laboratory.		Tripods: Balopticon. Camera folding, wood. Metal, telescopic. Surveyors.

Expendable	Semiexpendable	Nonexpendable
<p>Tubes:</p> <p>Barometer.</p> <p>Blowing.</p> <p>Blue print.</p> <p>Burettes.</p> <p>Calcium chloride.</p> <p>Colorimeter.</p> <p>Combustion.</p> <p>Extraction.</p> <p>Form.</p> <p>Inner (motor vehicle).</p> <p>Iron, galvanized.</p> <p>Lamp.</p> <p>Mailing.</p> <p>Medicine.</p> <p>Pasteboard.</p> <p>Quartz.</p> <p>Specimen.</p> <p>Test.</p> <p>Tin.</p> <p>Tubing:</p> <p>Brass.</p> <p>Drainage.</p> <p>Gasket.</p> <p>Glass.</p> <p>Mottled.</p> <p>Rubber.</p> <p>Turnbuckles.</p> <p>Turners, cake.</p> <p>Tweezers.</p> <p>Type:</p> <p>Metal.</p> <p>Rubber.</p> <p>Unions.</p> <p>Valve:</p> <p>Bubbler.</p> <p>Foot.</p> <p>Gate.</p> <p>Plumbing.</p> <p>Radiator.</p> <p>Vulcanizers, hand.</p> <p>Wedges.</p> <p>Weeders, hand.</p> <p>Weights.</p> <p>Wheels:</p> <p>Buffing.</p> <p>Grinding.</p> <p>Well.</p>	<p>Troughs, stock.</p> <p>Trowels.</p> <p>Tubs:</p> <p>Bath, portable.</p> <p>Wash.</p> <p>Tuyère, irons.</p> <p>Umbrella.</p> <p>Undercutters.</p> <p>Vanes.</p> <p>Ventilator, window.</p> <p>Voltmeters.</p> <p>Waders, pair.</p> <p>Wheels:</p> <p>Auto.</p> <p>Measuring.</p> <p>Steering marine.</p> <p>Whiffletrees.</p>	<p>Trucks:</p> <p>Hand power.</p> <p>Motor.</p> <p>Trunks.</p> <p>Typesetter.</p> <p>Typewriters.</p> <p>Vises.</p> <p>Vulcanizer, shop.</p> <p>Wagons.</p> <p>Wallets.</p> <p>Wardrobes.</p> <p>Washstands.</p> <p>Washers, dish.</p> <p>Watches.</p> <p>Weeders, horse.</p> <p>Wells, inner, stilling.</p> <p>Wheelbarrows.</p> <p>Wheelaphone.</p>

Expendable	Semiexpendable	Nonexpendable
Whip: Egg. Driving. Whistles.	Windlass, drum. Winders, spring.	
Windows, storm. Wire, rope.	Wrenches.	Writer press.
Wringer, mop. Yokes: Canoe. Neck.	Wringers, clothes. Yokes, canoe.	

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NOTICES OF AMENDMENTS

REGULATIONS AND INSTRUCTIONS

21925°—27

FOLLOWS PAGE (118-D³²)

NOTICES OF AMENDMENTS

No. 1.—Pages 11 and 12-A.—These pages are transposed and organization chart brought up to date.

No. 2.—Page 27-A.—Several changes in the instructions under side heading "Purchase of telephone wire, line material, and fencing material."

No. 3.—Page 28-A.—Several changes in the instructions under heading "Purchase of motor vehicles."

No. 4.—Page 33-A.—Several changes in the instructions under side heading "Fire control funds to be held for fire control."

No. 5.—Page 45-A.—The table, "Classification of national forests," superseded by a new table.

No. 6.—Page 47-A.—Instructions relating to the subject of classification changed by substituting a new paragraph for the second paragraph, and by changing the words "have been" in the third, fourth, and fifth paragraphs to "are."

No. 7.—Page 47-A.—Instructions under heading "Promotions" changed by substituting a new paragraph for first and second paragraphs.

No. 8.—Page 60-A.—Changing the instructions under side heading "Use of FF for regular guards" and "Use of FF on trucks."

No. 9.—Pages 4 to 6-T.—Paragraph (N) added to regulation T-1. On page 4-T two new sentences substituted for last two sentences of first paragraph under heading "Fire trespass policy." On page 5-T the side heading "Collection of civil damages" changed to read "Determination of civil damages." On page 6-T, in the fourth sentence in fifth paragraph under side heading "Collection of civil damages" the words "on the basis of the damages estimated by the service," are eliminated and a new sentence added to the last paragraph under the same side heading.

No. 10.—Pages 27 to 28-T.—Third sentence in regulation T-12 modified; change in the first paragraph under side heading "Advertising."

No. 11.—Page 110-S.—Regulation S-21 modified; last sentence of first paragraph of instructions thereunder omitted, and new paragraph added.

No. 12.—Page 111-S.—The last paragraph of regulation S-22 changed by substituting "200,000" for "100,000" and "50,000" for "20,000."

No. 13.—Page 29-G.—Change in the paragraph under side heading "Purchase of ranch property only."

No. 14.—Page 7-E.—Change in first paragraph under heading "General Land Office surveys."

No. 15.—Page 9-E.—Third line of first paragraph under the side heading "Control" changed by adding the words "and revised April 13 1926."

No. 16.—Page 13-E.—Second paragraph under side heading "Quarter-inch forest maps" changed by adding "fish and game reservations."

No. 17.—Page 18-E.—Complete revision of instructions under heading "Map distribution."

No. 18.—Page 34-E.—New paragraph substituted for eighth paragraph under side heading "Principles."

No. 19.—Page 36-E.—Fifth paragraph one page changed by eliminating the words "and forest development" and sixth paragraph added.

No. 20.—Page 39-E.—Complete revision of instructions under heading "Forest development roads."

No. 21.—Page 41-E.—Third paragraph on page changed; fourth paragraph eliminated; and fourth line of first paragraph under heading "Supervisors" changed by eliminating the word "should" and substituting the word "may."

No. 22.—Page 42-E.—Entire page changed except two paragraphs under heading "Major work."

No. 23.—Page 43-E.—First line in paragraph under heading "Report on section 8 applications" changed by adding the words "until the section 8 fund has been exhausted and."

No. 24.—Page 46-E.—Elimination of last two sentences in last paragraph under heading "Method of handling" and addition of a new paragraph thereunder.

No. 25.—Page 47-E.—Complete revision of instructions under heading "Definitions of maintenance and betterment."

No. 26.—Page 48-E.—Three sentences added to first paragraph under heading "Financing." The second sentence in paragraph under heading "Planning of annual maintenance work" changed by adding the words "except to plan for necessary inspection."

No. 27.—Page 50-E.—New paragraph substituted for the three paragraphs under heading "Section 8 fund." A new heading, "Federal forest road construction," added, followed by a two-line paragraph. New sentence substituted for second sentence in first paragraph under heading "Forest highway fund."

No. 28.—Page 51-E.—Adds the word "road" to first heading and changes first paragraph thereunder.

No. 29.—Page 52-E.—Under heading "Forest highway fund," first paragraph changed; eighth paragraph changed by substituting the word "unobligated" for "unallotted"; and last 2 paragraphs on page eliminated and 13 new paragraphs added.

No. 30.—Page 53-E.—Instructions have been changed by elimination of first, second, and fifth paragraphs on page; the word "road" added to heading "Forest development fund," and addition of a second paragraph thereunder.

No. 31.—Page 54-E.—Substituting the words "all State" for "main trunk" in first line of third paragraph on page; adding a new sentence at bottom of fifth paragraph; and by adding two new sentences to the sixth paragraph.

No. 32.—Page 56-E.—Fifth sentence added to first paragraph under heading "Reference lists."

No. 33.—Page 57-E.—Changes in first paragraph on page and in second and fourth paragraphs under heading "Financial statement."

No. 34.—Page 58-E.—The word "five" substituted for "four" in fourth paragraph under heading "Section 19 report," and the Roman numeral "I" eliminated from beginning of second paragraph under heading "Report to the Budget Bureau."

No. 35.—Page 59-E.—Changed by adding four new paragraphs, eliminating two paragraphs, and modifying the last paragraph.

No. 36.—Page 60-E.—First paragraph on page changed, and complete revision of instructions under heading "Road and trail system costs."

No. 37.—Page 61-E.—Addition of sentence to paragraph under side heading "Federal water power act alters authority of Secretary of Agriculture."

No. 38.—Page 65-E.—Second sentence added to second paragraph under side heading "Field investigations and reports."

No. 39.—Page 75-D.—This amendment covers the subject "Audit and inspection of range offices" not heretofore included in the Manual.

No. 40.—Pages 78 to 85-D.—This amendment covers a number of changes in the activity cost system, the more important ones being (1) clarification of activity definitions, (2) extension of time distribution requirements, (3) several changes in activities, and (4) adoption of time basis for distributing overhead. All pages of the cost keeping chapter have been reprinted in full.

No. 41.—Page 86-D.—Complete revision of instructions under heading "Classes."

No. 42.—Pages 100-D to 106-D^a.—Due to the new departmental property accounting requirements which contemplate the segregation of property under three general classifications for accounting purposes, namely, nonexpendable, semiexpendable, and expendable, a number of changes in pages 106-D to 106-D^a were necessitated, all of which have been reprinted in full.

No. 43.—Pages 118-D¹ to 118-D³³.—For the same reason as given in amendment No. 42, the compilation of a list of Forest Service property grouped according to the classifications specified was necessary, which has been printed as Appendix No. 1 to the fiscal and accounting sections of the Manual.

No. 44.—Page 20-D.—Change of dates in third line of first paragraph under heading "Financial statement Form 44 S. I. (Forest Experiment Stations.)"

No. 45.—Page 11-A.—Organization chart has been changed to provide for the changes in names of organization units.

No. 46.—Page 7-T.—Paragraph (H) under regulation T-3 modified.

No. 47.—Pages 13-S and 14-S.—On page 13-S a new sentence forming a new paragraph has been substituted for the fourth sentence of the fifth paragraph; a new paragraph has been added between present paragraphs 5 and 6; in last line of paragraph 6, clause “54” has been changed to “49.” On page 14-S clause “55,” in first line of page, has been changed to “51.”

No. 48.—Pages 41-S to 58-S.—These pages have been reprinted in full because of the revision and renumbering of all contract clauses.

No. 49.—Page 68-S.—New paragraph with side head “Equal bids” added at bottom of page.

No. 50.—Pages 3-L and 4-L.—Under regulation L-2 (p. 3-L) a new paragraph (H) has been substituted for the old, and a new paragraph (P) on page 4-L has been added.

No. 51.—Pages 7-D to 16-D.—This amendment covers a number of changes in procedure and records relating to the classification of expenditures, the more important being (1) coding of cooperative expenditures, (2) punch-card requirements, and (3) form and purpose of periodic tabulations. All of these pages have been reprinted in full.

No. 52.—Pages 27-D and 28-D.—This amendment covers two changes in the preparation and submission of reports by the district offices as follows: (1) Quarterly liability feature of district financial statement, Form 279b modified, and (2) annual report required on expenditures from the appropriation “Cooperative distribution of forest planting stock.”

No. 53.—Pages 114-D to 117-D.—This amendment involves a reprint of the entire “Retirement” chapter. It covers a number of important changes occasioned in large measure by the act of July 3, 1926.

No. 54.—Make change in ink on yellow page “Notices of amendments” from “Follows page (118-D³²)” to “Follows page (125-D).”

No. 55.—Changes in ink should be made in the S section of the Manual on the pages shown in the following tabulation:

Page	Line	Change from—	Change to—	Page	Line	Change from—	Change to—
7	41	Sec. 7.....	Sec. 10.	39	46	Special clause 6....	Special clause 8.
9	65	Special clause 62...	Special clause 58.	40	(^a)	Sec. 6.....	Sec. 9.
10	8	Sec. 18.....	Sec. 20.	74	23	Special clause 99...	Special clause 93.
10	31	Special clause 61...	Special claus 57.	75	18	Sec. 10.....	Sec. 14.
10	38	do.....	Do.	88	5	P. 6.....	P. 9.
11	Last.	Special clause 79...	Special clause 75.	88	23	Special clause 98...	Special clause 92.
12	31	Sec. 6.....	Sec. 9.	91	12	Sec. 6.....	Sec. 9.
15	63	Special clause 32...	Special clause 42.	91	21	Special clause 91...	First, section, p.
16	44	Special clauses 25	Special clauses 35				9, Form 202.
		to 29.	to 38.	94	11	Special clause 37...	Special clause 23.
16	51	Special clause 22...	Special clause 15.	94	42	Special clauses 40	Special clauses 26
16	53	Special clauses 21,	Special clauses 5,			to 46.	to 32.
		23, and 24.	6, and 10.	95	41	Sec. 10.....	Sec. 14.
21	18	Special clause 11...	Special clause 14.	95	52	do.....	Do.
22	35	do.....	Do.	107	19	Special clauses 4	Special clauses 4
25	7	Special clause 96...	Special clause 91.			or 10.	or 13.
25	28	Special clauses 85	Special clauses 77	107	43	Second.....	Third.
		and 86.	and 78.	107	44	Page 6.....	P. 9.
27	5	Sec. 4.....	P. 1.	114	40	Clause 97.....	Special section,
31	37	Special clause 5....	Special clause 7.				p. 8, Form 202.
32	19	Special clause 9....	Special clause 12.	114	Last.	do.....	Do.
32	21	Special clause 8....	Special clause 11.	115	14	do.....	Do.
32	34	Special clause 11...	Special clause 14.	115	38	Standard clause 97.	Do.

^a Next to last.

No. 56.—Pages 24-A to 29-A.—This amendment covers a number of changes in procedure which relate to the Ogden Supply Depot. The amendment on page 27-A eliminates one of the reports formerly called for in connection with the maintenance of passenger-carrying vehicles.

No. 57.—Page 30-A.—The second paragraph under side heading "Repairs of equipment" has been superseded by a new paragraph dealing with the forwarding of articles in need of repair to the Ogden Supply Depot.

No. 58.—Page 38-A.—Paragraph under heading "Leases" modified by adding two sentences.

No. 59.—Page 45-A.—The table, "Classification of national forests," superseded by a new table.

No. 60.—Page 46-A.—First sentence of third paragraph superseded by a new sentence.

No. 61.—Page 65-A.—Numbered paragraphs following second paragraph have been eliminated and five new numbered paragraphs substituted.

No. 62.—Pages 4-T to 6-T.—Regulation T-1 on page 4 amended by adding new paragraph "(O)." On page 6-T, under heading "Determination of civil damages," the first paragraph has been amended by adding a sentence.

No. 63.—Page 18-T.—Regulation T-9 amended by adding new paragraph "(G)."

No. 64.—Pages 28-T to 29-T.—(1) First paragraph under side heading "Advertising" superseded by new paragraph; (2) four paragraphs under side heading "Payments" superseded by four new paragraphs; (3) new regulation T-13 of two paragraphs, followed by heading "Method of determining damages," and instructions thereunder have been added.

No. 65.—Page 8-S.—Last paragraph superseded by new one.

No. 66.—Page 58-S².—New side heading "Other conditions—Transfer or assignment of sale agreement," followed by three new paragraphs of instructions, placed at top of page preceding heading "Advertisement and bids."

No. 67.—Page 83-S.—Regulation S-15 amended by addition of new paragraph.

No. 68.—Page 88-S.—Side heading "Transfer of agreements" changed to "Transfer and assignment of sale agreement." Three paragraphs thereunder have been eliminated and three new ones substituted.

No. 69.—Page 7-G.—Citation changed at end of paragraph under side heading "Application covering stock to be purchased."

No. 70.—Page 26-G.—Citation changed at end of paragraph under side heading "New class A applicants without stock."

No. 71.—Page 10-L.—First paragraph under heading "Special uses on mining claims" superseded by a new one.

No. 72.—Page 98-L.—Regulation L-19 added immediately following heading "Recreation."

No. 73.—Page 4-E¹.—All the matter on this page is new.

No. 74.—Page 8-E.—A new paragraph has been added following paragraph under heading "Geological Survey topographic maps."

No. 75.—Page 10-E.—Second sentence in first paragraph under side heading "Control" superseded by new sentence.

No. 76.—Pages 41-E to 42-E.—(1) Second sentence of third paragraph on page 41-E superseded by new sentence; (2) the word "*road*" inserted between words "forest" and "development" in third line of paragraph under heading "Supervision." In the third line of page 42-E the words "*or forest highways*" have been inserted between words "section 8" and "fund."

No. 77.—Page 57-E.—(1) The word "*road*" inserted between words "forest" and "development" in third line of first paragraph; (2) new sentence added to first paragraph; (3) sixth sentence of third paragraph stricken out.

No. 78.—Pages 60-E² to 60-E⁴.—On page 60-E² second sentence of fourth paragraph omitted. On page 60-E⁴ the paragraph "III" has been modified.

No. 79.—Page 6-D.—Paragraph under side heading "Settlement of claims" by the General Accounting Office revised in keeping with newly established practice.

No. 80.—Pages 15-D to 16-D.—Instructions relative to reporting payments from department exhibit funds dropped and instructions under “Final adjustment” modified.

No. 81.—Pages 16-D³ to 18-D.—Instructions modified concerning the use and filing of Forms 19a to 19m inclusive; also new Form 19n provided.

No. 82.—Pages 19-D to 20-D.—Paragraph under side heading “When required” under heading “Form 44, Forests,” and first paragraph under heading “Form 44, Experiment station,” modified.

No. 83.—Pages 21-D to 24-D.—Instructions modified relative to use in the district offices of Forms 12, 12a, 12b, 12c, 19a, and 19k; Form 14 dropped; Forms 18 and 19n added; filing of sheets changed.

No. 84.—Pages 25-D to 26-D.—Instructions modified relative to “Subabstract,” “Proof of entries,” “General accounting office settlements,” and “Form 77.”

No. 85.—Page 28-D¹.—First paragraph relative to annual report of allotments, expenditures, and balances in road funds changed.

No. 86.—Page 31-D.—Subject matter under heading “Transfers to civil service retirement and disability fund” entirely revised.

No. 87.—Page 32-D.—First three paragraphs under side heading “Statements and reports” superseded by two new paragraphs.

No. 88.—Page 33-D.—Paragraph added headed “Transfers between appropriation prohibited account of excess purchases.”

No. 89.—Page 34-D.—Paragraph added relative to Treasury requirement of reporting cash balances quarterly.

No. 90.—Pages 37-D to 38-D.—(1) Under heading “Deputy district fiscal agent” paragraph added relative to bond requirements; (2) under heading “Requisitions for funds” paragraph added providing for waiver in emergency of regularly established disbursing balance limit.

No. 91.—Page 40-D.—(1) Paragraphs under heading “District fiscal agent” have been modified; (2) a paragraph headed “Check identification slip” has been added.

No. 92.—Pages 41-D to 42-D.—(1) Sentence added at end of paragraph under heading “Checks in favor of deceased persons”; (2) Instructions under heading “Duplicate checks” modified.

No. 93.—Pages 47-D to 48-D.—Paragraphs amended (1) relating to voucher forms 1053 and 1054, (2) relating to submission vouchers at close of fiscal year payable from continuing funds, and (3) relating to parcel postage.

No. 94.—Pages 49-D to 50-D.—Last paragraph relative to certified invoices modified.

No. 95.—Pages 51-D to 52-D.—(1) Instructions added relative to use of Form 474 in stating accounts in favor of States under the appropriation “Cooperative distribution of forest planting stock”; (2) paragraphs 1 and 3 modified under head “Preparation of Form 33.”

No. 96.—Pages 59-D to 60-D.—(1) Instructions modified under heading “Claims outstanding more than three years”; (2) side heading “Semiofficial or personal use” and paragraph thereunder have been added.

No. 97.—Pages 61-D to 64-D.—Entire chapter on passenger transportation revised to meet new Treasury and General Accounting Office requirements; instructions also included relative to issuance and recording of travel identification cards.

No. 98.—Pages 67-D to 68-D.—(1) Paragraph with side heading “Responsibility” added under chapter “Examination of vouchers”; (2) third paragraph modified under heading “Letters of authorization and allotment.”

No. 99.—Pages 84-D to 86-D³.—Changes in definition of cost activities Nos 008, 009, 021, 111, 121, 015, and 023; also instructions included relative to recording “Time in field” on Form 26.

No. 100.—Page 86-D'.—Insert in ink the word "*such*" between the words "all" and "employees" in the tenth line of second paragraph under heading "Distribution of indirect and overhead."

No. 101.—Page 86-D'.—The cooperative account authorized by the act of March 3, 1925, consolidated with the "Forest Service cooperative fund," as provided by recent law.

No. 102.—Page 88-D.—Instructions modified relative to checking and balancing receipt registers.

No. 103.—Pages 93-D to 96-D.—Three paragraphs added covering (1) refund of erroneous collections, forest reserve fund, from lands not a part of national forest; (2) refund of moneys other than forest reserve or cooperative funds erroneously received and covered; and (3) transfer of deposits between forest reserve and cooperative funds.

No. 104.—Pages 101-D to 102-D.—This amendment covers a change in procedure relative to recording nonexpendable property.

No. 105.—Page 105-D.—In the first line at the top of page insert in ink after the first word "nonexpendable and"; also strike out last sentence in seventh paragraph reading "a notation of the transfer will also be made on the original receipt of the officer who transferred the property."

No. 106.—Pages 106-D³ to 114-D.—This amendment covers a number of changes in the appointment procedure resulting from orders of the department and Civil Service Commission.

No. 107.—Changes in ink should be made in the D section of the Manual on the pages shown in the following tabulation:

Page	Line	Change from—	Change to—
29-D	49	Form 12.....	Form 12-W.
30-D	1	do.....	Do.
45-D	39	Treasury Form No. 3023 (Customs Cat.)..	Form 69.
46-D	45	Form 5a.....	Form 1034.
46-D	46	do.....	Do.
53-D	28	Form R.....	Form 33.
54-D	2	Form 5a.....	Form 1034.
65-D	39	do.....	Do.
65-D	61	Form 6a.....	Form 1054.
66-D	12	Form "Schedule of Accounts Payable"....	Form 20.

No. 108.—First leaf of Manual.—Third paragraph modified, showing how the use of footnotes to indicate amendments will be superseded by the use of small Arabic numerals in the text. (Effective July 1, 1928.)

No. 109.—Page 30-A¹.—Instructions have been modified by eliminating the second sentence in the third paragraph under heading "Purchase of motor vehicles," and substituting a new sentence. The third sentence of the same paragraph has been omitted. (Effective July 1, 1928.)

No. 110.—Pages 58-A to 60-A¹.—(1) The heading "Standard classification for reporting causes of fire" has been changed to "Standard classification of fires by size and cause." The first paragraph thereunder has been modified, and two new paragraphs with center headings "Size" and "Cause" have been added. (2) The entire section under the center heading "Use of FF" has been stricken out, and new matter therefor has been substituted. (Effective July 1, 1928.)

No. 111.—Pages 63-A and 64-A.—(1) Instructions on page 63-A have been modified by eliminating the third paragraph under side heading "Purchase or acceptance of gifts of land for erection of buildings" and substituting a new paragraph therefor. (2) The entire section under side heading "Lookouts," on page 64-A, has been eliminated and five new paragraphs substituted therefor. (Effective July 1, 1928.)

No. 112.—Page 12-T.—Paragraphs under the side headings "In willful cases," "Willful purchasers," and "Willful turpentine trespass" have been superseded by new paragraphs. (Effective July 1, 1928.)

No. 113.—Page 25-S.—New side heading, "Timber cut for export," and paragraph thereunder have been added immediately following the paragraph headed "Living conditions of laborers." (Effective April 1, 1928.)

No. 114.—Page 94-S.—First paragraph under side heading "Scale rule" modified, and three new paragraphs (*a*, *b*, and *c*) added. (Effective April 1, 1928.)

No. 115.—Pages 115-S to 117-S.—(1) Third paragraph on page 115-S modified by changing "clause 97" to "section, page 8, Form 202"; "standard clause 97" in first line under side heading "When cutting may begin" changed to "special section, page 8, Form 202." (2) A new paragraph has been added following the second paragraph on page 116-S. (3) Second paragraph on page 117-S under side heading "Purpose" has been modified by adding a new sentence. (Effective January 1, 1928.)

No. 116.—Page 49-G.—Under side heading "Projects requiring reduction in grazing fees," and three new paragraphs of instructions thereunder have been added following second paragraph under side heading "Basis of financial cooperation." (Effective April 1, 1928.)

No. 117.—Pages 59-G to 62-G.—(1) First paragraph of Reg. G-21 under heading "Grazing board" on page 59-G has been modified. (Effective March 28, 1928.) (2) Paragraph of instructions under side heading, "When and how boards may be created" has been modified. (Effective March 28, 1928.) (3) First paragraph under side heading "Rangers to supervisors" has been modified. (Effective April 1, 1928.)

No. 118.—Pages 17-P and 18-P.—(1) Paragraph under side heading, "The Departmental exhibits committees," has been modified by eliminating the last sentence. (2) Second sentence of first paragraph on page 18-P has been modified. (Effective July 1, 1928.)

No. 119.—Page 23-P.—Instructions modified by striking out the last sentence of the second paragraph. (Effective July 1, 1928.)

No. 120.—Page 16-D².—Center heading "Field" changed to "National Forest." First paragraph of instructions thereunder has been modified by changing the word "general" in lines 3 and 5 to "*salaries and.*" (Effective July 1, 1928.)

No. 121.—Pages 19-D and 20-D.—This amendment covers the subject "Experiment station accounting," not hitherto included in the Manual. (Effective July 1, 1928.)

No. 122.—Pages 26-D¹ and 26-D².—(1) A new paragraph has been added on page 26-D¹ following the first paragraph under the heading "Disbursements for other districts and Washington." (2) Instructions modified on page 26-D² under the heading "Transfer of payments between appropriations." (Effective July 1, 1928.)

No. 123.—Pages 27-D and 28-D.—Provision made for assembling the necessary data for the quarterly report of actual obligations from Form 44. (Effective July 1, 1928.)

No. 124.—Pages 35-D and 36-D.—Paragraph added under "Difference sheets" providing for reporting to the Forester General Accounting Office actions affecting administrative policies. (Effective July 1, 1928.)

No. 125.—Pages 42-D, 45-D, and 48-D.—Instructions revised relative to payment of claims to representatives of persons deceased or adjudged incompetent.

No. 126.—Page 42-D².—Instructions added relative to cancellation of checks involving retirement deductions. (Effective July 1, 1928.)

No. 127.—Page 47-D.—Additional instructions for preparation of purchase vouchers. (Effective July 1, 1928.)

No. 128.—Pages 51-D to 52-D¹.—This amendment covers the subject "Advance of funds for travel," not previously included in the Manual. (Effective July 1, 1928.)

No. 129.—Page 53-D.—(1) Instructions have been added covering the numbering, abstracting, and forwarding of contracts. (2) Section added entitled "Payments for Federal cooperative activities," superseding instructions on pages 6-D and 6-D¹ on same subject. (Effective July 1, 1928.)

No. 130.—Pages 55-D to 57-D.—This amendment covers changes made by law relative to compensation for injury claims. (Effective July 1, 1928.)

No. 131.—Pages 58-D to 60-D.—Instructions relative to claims for damages to private property resulting from negligence of forest officers revised to give effect to Bureau of the Budget Circular No. 206. (Effective July 1, 1928.)

No. 132.—Pages 65-D and 66-D.—Instructions revised relative to the examination of vouchers preceding payment. (Effective July 1, 1928.)

No. 133.—Pages 67-D and 68-D.—Preaudit and direct settlement procedure prescribed by General Accounting Office included in Manual. (Effective July 1, 1928.)

No. 134.—Pages 80-D to 82-D.—(1) Provision made on page 80-D for district audit committees checking advances for travel. (2) On page 82-D the headings "Cost keeping" has been changed to "*Cost accounting*" and "Indirect activities defined" to "*Activity costs*." (Effective July 1, 1928.)

No. 135.—Page 86-D⁸.—Chapter added covering "Nursery cost keeping" not previously included in the Manual. (Effective July 1, 1928.)

No. 136.—Page 104-D.—Paragraphs added covering transfer of property from the Ogden and Washington supply depots. (Effective July 1, 1928.)

No. 137.—Page 117-D².—Paragraph added relative to employment of retired employees in excepted positions. (Effective July 1, 1928.)

No. 138.—Changes in ink should be made on the following pages:

On page 17-A strike out third paragraph under center head "Importance of Good Tools and Equipment."

On page 8-S, last paragraph, line 9, change "section 17" to "*section 18*."

On page 9-S, line 6, change "section 17" to read "*section 19*."

On page 18-S, paragraph 7, line 7, change "quantity" to "*quality*."

On page 46-S, special clause 7, line 10, after "shall" insert "*upon request by the purchaser*."

On page 110-S, under "Sales of miscellaneous forest products," paragraph 4, line 8, change "appropriation" to "*appropriate*."

On page 134-S, under "Cost keeping in planting," paragraph 2, strike out lines 2 and 3 and substitute "*Detailed instructions are included in the fiscal and accounting section of the Manual under the heading 'Cost keeping.'*"

On page 6-D strike out center heading "Payments for Federal cooperative activities" and two paragraphs thereunder. Remove from Manual page 6-D¹, dated January, 1928. (See amendment No. 129.)

Change "117-D¹" on page dated April, 1927, to "117-D^a."

At the top of page 118-D²⁵ in "Semiexpendable" column insert—

"*Ropes*;

"*Wire*."

On page 118-D³² in "Expendable" column strike out "Wire rope."

Eighth set of amendments, No. 296 to No. 333, inclusive, October, 1931

No amendments were printed for April, 1931

No. 296—Page 21-A.—Instructions under the heading "The forest service badge" amended by substituting new paragraphs 1, 2, 3, and 4. Effective April 6, 1931.

No. 297—Pages 22-A to 23-A.—Instructions under the heading "Specifications for standard Forest Service uniforms" entirely revised. Effective February 14, 1931.

No. 298—Page 30-A.¹—Instructions under the heading "Motor vehicles" amended by substituting a new paragraph 3. Effective April 27, 1931.

No. 299—Page 35-A.—Regulation A-3 revised. Explanatory matter added after Regulation A-3 and the second sentence of the first paragraph following Regulation A-4 deleted. Effective March 23, 1931.

No. 300—Page 36-A.—Beginning with the side heading "Horses, forage, and motors." All instructions revised to the heading "Planning and good judgment in the use of motors." Effective January 31, 1931.

No. 301—Page 53-A.—Instructions under the heading "The fire atlas" are amended by substituting new instructions beginning with the second paragraph. Effective October, 1931.

No. 302—Page 58-A.—Instructions changed in the second paragraph under the heading "Reports." Effective October, 1931.

No. 302a—Page 61-A.—Regulation P-1 revised. Effective November 27, 1931.

No. 303—Page 18-T.—Regulation T-9 amended by the addition of paragraph (H). Effective May 8, 1931.

No. 304—Page 27-T.—This amendment is a revision of Regulation T-12. Effective June 2, 1931.

No. 305—Page 28-T.—Instructions under the side heading "Advertising" amended by the revision of the first paragraph. Effective May 28, 1931.

No. 306—Page 3-S.—Paragraph 4, under the heading "Objects sought in the use of national forest timber" revised. Effective April 1, 1931.

No. 307—Page 15-S.—First paragraph under the side heading "Close utilization of cut timber" revised. Paragraph "2," under the same heading amended by revising the second sentence. Effective April 1, 1931.

No. 308—Page 16-S.¹—Instructions under the heading "Utilization of minor products" amended by the revision of second paragraph. Effective April 1, 1931.

No. 309—Page 4-G.—Instructions under the heading "Grazing authorizations" amended by the revision of second paragraph and the addition of the third paragraph. Instructions under the heading "Authorizations based upon carrying capacity" amended by the revision of the third paragraph. Effective May 28, 1931.

No. 310—Page 41-L.—Instructions under the heading "Correction of classification" amended by the addition of the third paragraph. Effective April 17, 1931.

No. 311—Page 5-D and 6-D.—Accounting procedure changed concerning maintenance of records of budget object coding and activity costs. Effective September 25, 1931.

No. 312—Pages 13-D to 18-D, inclusive, and pages 20-D⁴ to 20-D⁹, inclusive.—Miscellaneous changes, principally to harmonize with new cost accounting procedure, resulting in elimination of much of the old text. Effective September 25, 1931.

No. 313—Page 25-D.—Additional instructions added to "Travel identification card register." Effective September 25, 1931.

No. 314—Page 26-D.—Revised to provide for both general and special disbursing ledgers in "Binder No. 2," and for entry of retirement collections on salary record. Effective September 25, 1931.

No. 315—Page 29-D¹.—Schedule of retirement deductions instructions rewritten conforming to changed procedure; new subject added covering deposits to retirement fund. Effective September 25, 1931.

No. 316—Pages 30-D to 30-D^a.—Instructions for account current amplified. New section added listing monthly reports to General Accounting Office. Effective September 25, 1931.

No. 317—Page 35-D.—Instructions concerning requisitions for funds changed to cover split-account procedure. Effective September 25, 1931.

No. 318—Pages 42-D¹ to 42-D⁴.—Instructions for issuance of duplicate checks revised; other minor changes. Effective September 25, 1931.

No. 319—Page 44-D¹.—Instructions for preparation of pay rolls changed and paragraph added concerning approval of gross amount. Effective September 25, 1931.

No. 320—Pages 47-D and 48-D.—Instructions for preparation of expense and purchase vouchers revised. Effective September 25, 1931.

No. 321—Pages 48-D¹ and 48-D^{2b}.—Minor change under Form 1049-1050, page 48-D¹. On 48-D^{2b} instructions revised for vouchers payable to representatives of deceased persons and gasoline tax of States. Effective September 25, 1931.

No. 322—Pages 52-D^{4a} to 52-D^{4d}.—Instructions relating to accounting for travel advances modified. New subject added concerning exemption from State motor-fuel taxes. Effective September 25, 1931.

No. 323—Pages 52-D⁸, and 52-D⁹.—Instructions for Form 1036 and for submission of contracts revised and headings changed. Effective September 25, 1931.

No. 324—Pages 52-D¹³ to 52-D¹⁵.—Instructions covering reimbursement for privately owned equipment lost, damaged, or destroyed in official work modified in accordance with act dated January 31, 1931, amending the act of March 4, 1913. Effective August 10, 1931.

No. 325—Pages 60-D to 62-D².—Instructions for commissary procedure and accounting amplified. Effective September 25, 1931.

No. 326—Pages 64-D¹ and 64-D^{1a}.—Instructions relating to shipments on bills of lading revised, with new instructions concerning shipments from other than contract shipping point. Effective September 25, 1931.

No. 327—Page 69-D.—Audit instructions relating to project cost records revised. Effective September 25, 1931.

No. 328—Pages 86-D²¹ to 86-D²⁴, inclusive.—Instructions relating to remittance, deposit and classification of receipt funds revised. Effective September 25, 1931.

No. 329—Pages 97-D, 98-D, 100-D, and 100-D¹.—Instructions for special deposits procedure revised. Effective September 25, 1931.

No. 330—Page 108-D.—Instructions concerning emergency field appointments and miscellaneous appointment procedure revised. Effective September 25, 1931.

No. 331—Pages 112-D to 114-D¹.—Revised instructions relating to procedure for temporary appointment and leave without pay. Effective September 25, 1931.

No. 332—Pages 115-D and 115-D¹.—Instructions revised covering applications for annuity and disposition of retirement-fund deductions and collections. Effective September 25, 1931.

No. 333.—Changes in ink should be made in the following pages:

✓ Page 25-A.—Strike out everything above the heading "Correspondence."

✓ Page 26-A.—Strike out entire page.

- ✓Page 27-A.—Strike out everything except the paragraphs following the heading “Purchase of telephone wire, live material, and fencing material.” The heading itself should, of course, not be deleted.
- ✓Page 28-A.—Strike out entire page.
- ✓Page 29-A.—Strike out everything above the heading “Printing.”
- ✓Page 37-A.—Strike out the first and second paragraphs on the page.
- ✓Page 63-A.—Under the heading, “Offices, garages, and barns,” strike out three paragraphs consisting of the entire instructions under this heading.
- ✓Page 7-D.—Third paragraph, strike out second sentence beginning “In the interest”; in next to last line insert after “expenditures” the words “by Budget object classification.”
- ✓Page 12-D.—Third paragraph, third line, change “four” to “three”; in item 2 change “and” to “or” and strike out “in case of salaries and expenses”; strike out item 3 and change “4” to “3.”
- ✓Page 19-D.—First line, strike out “and 19h-1.”
- ✓Page 20-D.—Strike out the note under heading “Experiment stations.”
- ✓Page 20-D¹.—Under “Allotment,” third paragraph, fourth line, strike out “(deposited).” Under “Entries” second line, substitute a comma for “and” following “salary”; after “project” insert “and expenditure.”
- ✓Page 23-D.—First paragraph, twelfth line, strike out “balance.”
- ✓Page 23-D¹.—Under “Special fund ledger” fourth line strike out “and”; sixth line following “payment” insert “and (5) retirement-fund deductions on vouchers paid by special fund check.”
- ✓Page 24-D.—In last line strike out “punch-carded and.”
- ✓Page 24-D¹.—Under “Special allotment or expenditure registry,” first line change “of” to “or”; second line, after “expenditure registers” strike out remainder of sentence.
- ✓Page 34-D¹.—Strike out side heading “Transfers to civil-service retirement and disability fund” and instructions thereunder.
- ✓Page 41-D.—Under “Closing accounts” beginning with “Federal” in fifth line strike out remainder of sentence and substitute the words “regional fiscal agent.”
- ✓Page 51-D.—Change heading “Forms 9, 15, and 18” to “Forms 1067 and 1068.” NOTE.—The old Forms 9, 15, and 18 may continue to be used until the supply is exhausted.
- ✓Page 52-D.—Strike out side heading “Vouchers covering retirement fund collections” and instructions thereunder.
- ✓Page 68-D⁵.—Next to last paragraph, first line, insert “not” between “will” and “be”; second line, change “and” to “but” and insert “will be” before “maintained.”
- ✓Page 81-D.—Paragraph numbered (8), strike out “see that vouchers are not certified and approved by same officer”; insert “are” before “attached.”
- ✓Pages 82-D to 86-D⁷.—Strike out entire text under “Cost accounting,” beginning with this heading on page 82-D and ending with third paragraph on page 86-D⁷.
- ✓Page 86-D¹⁶.—Under “Monthly service reports,” fourth line, change “17” to “27” and strike out “reforestation and.”
- ✓Page 89-D.—In third paragraph, second line, change “may” to “will”; strike out fourth and fifth lines; capitalize “T” beginning sixth line.
- ✓Page 118-D²⁰.—In semiexpendable column under “Sets” add “spike.”





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